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# A Comparative Analysis Fire, Police, and Public Works Departments Pelham, Massachusetts

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**A COMPARATIVE ANALYSIS  
FIRE, POLICE AND PUBLIC WORKS DEPARTMENTS**

**PELHAM, MASSACHUSETTS**

**Fall 1993**

Faculty/Staff Supervision:  
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The Center for Economic Development wishes to thank the  
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## THE PROJECT

In an ongoing effort to evaluate the effectiveness of its operations, the Town of Pelham engaged the services of the Center for Economic Development (CED) at the University of Massachusetts to examine the Highway (DPW), Police and Fire departments.

To that end, CED produced a detailed matrix comparing Pelham's three departments with those of three other communities; contacted professional and government organizations for potentially useful trends and researched additional information requested by the town. Herewith are the results of these efforts.

## INTRODUCTION

It was agreed that a comparative analysis of an extensive list of descriptive characteristics between Pelham's and three other communities' departments would be a useful starting tool.

The characteristics are listed on the following page with explanations for numbered items. The categories that emerged for each department are the result of input from the board of selectmen, the department heads and CED.

Two towns of similar size, Leverett and Williamsburg and a larger community with full time departments, Belchertown, were chosen by The Board of Selectmen to provide optimum comparisons.

Selected characteristics of each town are provided to illustrate similarities and differences:

Town	Population (1)	Area acres(2)	Highway miles(3)	Median Household Income(1)	Tax Rate(4)	Average Tax Bill(4)
Pelham	1,373	16,960	28	\$49,050	17.32	\$2,205
Leverett	1,785	14,743	38	\$45,888	15.46	\$2,136
Williamsburg	2,515	16,424	53	\$40,170	13.19	\$1,648
Belchertown	10,579	35,396	180	\$38,868	14.13	\$1,559

(1) 1990 Census

(2) 1984-85 MaConnell Report on Land Use

(3) Each Town's Department of Public Works

(4) Municipal Advocate-1993 Directory Issue

This page lists the characteristics as they appear on the matrix; abbreviated and brief headings are clarified at the bottom of the chart. The categories that emerged for each department are the result of input from the Board of Selectmen, the department heads and CED. The matrix itself, divided into three sections corresponding to each of the four towns' departments, is located in Appendix A and is useful for "at a glance" comparisons. The matrix analysis provide a detailed examination of the characteristics and highlights notable differences. All figures and information were gathered before November 30, 1993.

### Matrix Characteristics

POLICE	DPW	FIRE
Staff	Highway (miles)	Staff
Status	Staff	Status
Wages	Status	Wages
Benefits	Wages	Benefits
Cost to Join Force	Benefits	Qualifications
HWY (miles)	Responsibilities	Training (5)
Coverage	Equipment	Drills
Dare Instruction	Age/Condition	SOP's (6)
Facility	Maintenance	Dispatch
Equipment	Facilities	Fire station
Dispatch	Budget (2)	Equipment
CJIS Terminal (1)	% of Town (3)	Age/Condition
Number and Type Calls * see Appendix B	Services Contracted Out	Maintenance
Budget (2)	Concerns (4)	Calls-FY92 (1)
% of Town (3)		Budget (2)
Minimum Training Required of P/T Officers		% of Town (3)
Concerns (4)		Concerns (4)

(1) CJIS-Criminal Justice Information Service.

(2) Budgets-The FY92 and FY93 figures are expenditures; FY94 are appropriations. The numbers represent operating budgets and do not include insurance, building costs, Articles, Ch.90 Funds or capital expenditures. However, it should be noted that because the Belchertown Police Department replaces one cruiser every year, this sum has become an operating expense in its budget (approximately \$14,000.)

(3) % of Town-The percentage of the entire town's budget used by this department.

(4) Concerns-These are solely the opinions voiced by the respective heads of the twelve departments interviewed.

(5) Training-Training required of new firefighters.

(6) SOP's-Standard Operating Procedures.

(7) Calls FY92-Not all departments had tabulated FY93 figures. For consistency's sake, FY92 calls were used.



**Exclusions:** Although the Belchertown Director of DPW oversees the landfill and wastewater departments, because they are enterprise operations (i.e. self-supporting) their budgets, manpower and equipment facilities are not included in the report.

Also because the benefits of union members are unique to their collective bargaining units, this information has not been included for the unionized members of Belchertown's Police Force nor their Department of Public Works.

## **MATRIX ANALYSIS**

### **Police Department**

Pelham, Leverett and Williamsburg have approximately the same size forces; Pelham has 10 officers and Leverett and Williamsburg have 8. Ranks are also comparable; all the forces have a Chief of Police and one to three sergeants; the remaining staff are officers, though Pelham has an additional position of corporal. All positions in Pelham, Leverett and Williamsburg are part time with the exception of Pelham's Chief who is a full time employee. Williamsburg is the only town which has a "weak" Chief, i.e. the Board of Selectmen play a more active role in the operating decisions of the department. Williamsburg is also the only small town with secretarial support for the police department. Belchertown's dispatch officers perform the department's clerical work.

Both the part time chiefs' remuneration is approximately \$9000 per year. Any comparison between the salaries of the full time chiefs of Pelham (\$25,958/yr.) and Belchertown (\$45,600/yr.) needs to be tempered by the fact that Belchertown has eight times as many people as Pelham, and that the chief has worked for the police department for 21 yrs. The officers' pay does vary among the towns. Pelham's officers salaries are higher by \$2/hr to \$.40/hr. Also, Leverett's officers are not paid if they work past the number of hours allotted in the annual budget.

In terms of the Pelham Chief's benefits, they are roughly equivalent to the Belchertown Chief's with the exceptions of a slightly more lenient personal days policy and some individually negotiated additions. (see p.17 of Appendix A) All the part time officers have the same prerequisite retirement plans and accident and liability insurance.

The three smaller towns share the problem of inadequate space, with Pelham having the most onerous situation. Lack of privacy, space and even security are issues faced by Pelham and Williamsburg. Leverett's police office is on the second floor of its DPW building and out of compliance with regulations for police department location.

Only Belchertown has an in-house dispatch system; the other three towns use county systems, but are all going to convert to the State Police administered E-911 system within the year.

In terms of equipment, all the towns have at least two cruisers while Pelham has only one. Belchertown with its much larger population has only four cruisers. No town except Belchertown has an in-house Criminal Justice Information System, but Pelham has the advantage of having a facsimile machine at the police office and could receive a printout of information from the dispatch center. Each town's police is equipped with a personal computer, which is used largely for record keeping.

The amount and kind of training required for the officers of a part time force are dictated largely by state and federal regulations; thus the only differences among the towns are at what point the officer receives the training. All towns except Leverett require officers to have completed at least the reserve intermittent training before hire. Firearms qualification and CPR instruction may be done after hire in all towns, but Belchertown prefers candidates who have already completed this training.

Pelham and Williamsburg pay lower start-up costs for new officers. The officers in both towns are required to furnish the majority of their own equipment and weapon at a cost of approximately \$1400 per person. Belchertown pays the entire cost of outfitting an officer, as does Leverett except for the cost of a gun and holster. Leverett however, unlike the other three towns, does not provide bullet proof vests for its officers.

Though Pelham has the smallest population and the least number of road miles, as noted earlier it has more police officers than Williamsburg or Leverett. However, Pelham has more extensive coverage-approximately 160 hours a week versus 111 for Leverett and 85 for Williamsburg. These hours are averages depending on availability of the volunteer officers and special circumstances (e.g. holidays, criminal investigations, above average number of accidents, etc.). Both Leverett and Williamsburg use services of the State Police more frequently than Pelham, because of fewer officers and fewer hours of coverage. The problems cited with this alternative are slower response time and lack of in-depth knowledge of the community. Belchertown, with its much larger population (10,579) and number of road miles (180) averages 720 hrs of coverage a week; proportionately in terms of population, however, this is hardly excessive. Belchertown's chief thinks five more full time officers are required to do an adequate job of policing. Pelham averages twice the coverage time per person of Belchertown or Leverett and triple that of Williamsburg. It is also the only one of the three smaller towns to have a DARE program.

The differences among the towns in terms of police activity, both kind and frequency are difficult to ascertain as the town's methods of reporting activity varies considerably (See Appendix B).



The cost of providing a police force in the three towns is somewhat comparable. The recommended 1994 annual budgets are: Pelham \$55,019; Leverett \$50,720 and Williamsburg \$63,370.

Noteworthy is the fact that Pelham's police force uses the smallest percentage of the town's budget (1.4% vs. 2.5% for the other two towns) but costs the most per person \$43; Leverett and Williamsburg's forces cost \$31 and \$25 per person respectively. The cost for police protection in Belchertown is the highest: \$58 per person. The police budget of \$638,550 is 5.4% of the town's annual budget.

The concerns of each police chief overlapped somewhat. Every one expressed the need for additional coverage. Leverett's and Pelham's chiefs see a need for clerical assistance and Williamsburg's chief is in accord with Pelham's chief over lack of sufficient and private office space. Williamsburg's chief believes the town would be better served if the department had a four wheel drive vehicle, in order to reach remote areas of the town, especially during bad weather. Pelham's chief believes his training budget is insufficient; he also stated that his officers resent the small amount of pay (one hour's wages) they receive for on-call duty.

## **Fire Department**

Pelham, Leverett and Williamsburg all have call fire departments with an entirely volunteer force. All Belchertown firefighters are also volunteers with the exception of its chief who is a full time salaried employee. Ranks are similar; all towns have elected to have a strong chief system, with the standard hierarchy of deputy chiefs, captains and firefighters. Additionally, Williamsburg and Leverett and Belchertown all have lieutenant positions, and Belchertown has an assistant chief. Belchertown is the only town with secretarial support. The size of the forces vary considerably with no strong correlation to size of the community: Pelham-21, Leverett-15, Williamsburg-29 and Belchertown-31.

There is also some variety in hourly wages. Pelham's firefighters are paid \$3 to \$1.50 more an hour than their counterparts in the other communities, while its deputy chiefs and captains make \$2-\$2.50/hr more than Leverett's or Williamsburg's. However, Williamsburg and Leverett's firefighters receive small annual stipends. The three volunteer chiefs have three pay schemes: Pelham-hourly wage; Leverett-annual wage; Williamsburg-annual salary and an hourly wage. Belchertown's fire chief obviously is paid an annual salary. (See p.24 , Appendix A for exact figures).

With the exception of Belchertown's chief whose benefits are the same as full time town employees, all other firefighters have equivalent benefits: county retirement plans, and accident and disability insurance policies.

Pelham and Williamsburg allow people as young as sixteen to join their ranks, while Leverett and Belchertown require firefighters be at least 18 years old and possess a driver's license. All departments provide/ require similar training programs, except that Leverett, because it is located in Franklin County, does not have the option of sending its firefighters to the six-session Hampshire County training program. Leverett provides the training in-house or in conjunction with neighboring fire departments. Belchertown keeps new members on probation longer (1 1/2 years) than the other towns and documents all training (See "Liability and Lines of Responsibility" p. 13.)

All fire departments meet at least twice a month for drills ( Pelham and Leverett meet weekly) and all except Williamsburg require members to attend a minimum of 75% of the drills. Williamsburg requires 50% attendance. No town has Standard Operating Procedures in place at this time, but all towns except Williamsburg are in the process of producing the procedures.

All towns use Amherst's dispatch center and all chiefs expressed satisfaction with the service. As might be expected, equipment is fairly standard ( pumpers, tankers and brush trucks) in all three towns, with the variety occurring in size and number of vehicles. Leverett does not have a tanker, and is also the only town that rates 75% of its vehicles in fair or poor condition. Please refer to page 32 in Appendix A for detailed inventories.

Although all four departments perform routine maintenance and minor repairs in-house, Pelham also does most major repair work on its equipment. Belchertown's DPW performs annual maintenance work for the fire department.

All towns lack sufficient space for training. Leverett's stations have no toilet facilities, one of Williamsburg's stations needs a new roof; Pelham's station is inadequately heated, and the chief and secretary share an office area that measures 9'x 10'x 7', a woefully inadequate space.

The nature of calls received by all four fire departments follows approximately the same pattern: very few structural fires; (one to three in the small towns; 15 in Belchertown) and a fair number of non-structural fires-e.g. brush fires (11-18 in Pelham, Leverett and Williamsburg; 69 in Belchertown). Generally the majority of the calls are non-fire, e.g. checking false alarms, suspected gas leaks. ( 15-27 for all towns except Belchertown which reported 151 non-fire calls).

Fire department budgets are quite similar among the three smaller communities ranging from \$20,885 for Pelham to \$28,725 for Williamsburg; Belchertown's budget is \$113,700 and comprises .9% of the town's entire budget, compared to 1.4% for Pelham, and 1% for Leverett and Williamsburg.



The most often expressed concern by the fire chiefs was lack of sufficient space in which to provide training. Williamsburg and Belchertown's chiefs want more aggressive fire inspection programs which calls for a full time staff person. Pelham's and Leverett's chiefs each have one piece of outworn equipment that needs to be replaced. Leverett's chief expressed concern over keeping volunteers once they become aware of hard work and time commitment involved in belonging to the force.

## **Department of Public Works**

In Pelham, Leverett and Williamsburg, the Department of Public Works (hereafter referred to as DPW) are responsible mainly for the towns' highways and grounds. All three towns contract out road paving. Other outside contracts include: Pelham-specialized mowing and line painting; Leverett-line painting and snow plow overload; Williamsburg-snow plow overload, all mowing and tree trimming. Pelham has the least number of highway miles (28; six are unpaved). Williamsburg the most (53; also six unpaved); and Leverett in the middle (38; twelve unpaved).

Both Pelham and Williamsburg have three member staffs to care for their roads and grounds while Leverett has only two people. All towns have a superintendent in charge of their DPW; their personnel all have different titles: Pelham-equipment operator and truck driver/laborer; Leverett-foreman; Williamsburg-drivers. The titles tend to reflect the level of responsibility.

Belchertown is of course known for its large acreage and has a commensurate number of road miles: 180, 20 of which are unpaved. Its DPW is responsible not only for grounds and highways, but also oversees the town's landfill and waste water treatment operations. These last two are enterprise operations (i.e. funded by user fees) and as such are not included in the analysis. However because of this expanded scope of responsibilities the department head holds a Director's position. His staff ( for grounds and highways only) consists of two foremen, one mechanic, one equipment operator, two maintenance laborers and four truck drivers-laborers.

All DPW staff are full time; Leverett hires temporary personnel as necessary for seasonal or special projects. The pay scales vary somewhat with Belchertown's staff members earning the most at \$1 to \$2 more than the other towns. Its non-supervisory highway staff are union members. Belchertown's Director's salary is \$4500 more than Pelham's superintendent's; Williamsburg's and Leverett's superintendents are paid by the hour and receive overtime. This is not the case for Pelham and Belchertown. ( Please refer to page 31 in Appendix A for specific salary listings).

Benefit packages are similar for all four towns. Notable differences are:

- Williamsburg pays only 70% versus 75% for the other three towns of health insurance costs, has two more paid holidays and a more lenient annual leave policy for new

employees. They, as well as Belchertown, pay for two weeks vacation after one year of employment, compared with Pelham and Leverett which require an employee be on the job two years before being awarded two weeks leave.

-Pelham has the least number of personnel, bereavement and paid jury duty days.

All towns' DPW garage facilities have a higher degree of utility than the spaces allotted to the fire and police departments. The only real shortcomings cited were lack of a covered area for salt in Leverett and somewhat cramped conditions in Pelham's garage.

All towns have the basic highway equipment dump trucks, (generally 35,000 gross vehicle weight though Belchertown's trucks are bigger by 10,000 to 15,000 pounds.) front end loaders and sanders, either attached or slide-in. Pelham has the least amount of equipment. All the other towns have a pick-up and a grader. Belchertown and Williamsburg have brush chippers and Williamsburg has its own road sweeper. The condition of the equipment varies widely. ( Please refer to pp 33-34 in Appendix A for ratings.) Generally speaking all towns have equipment that needs replacing and a goodly number of vehicles that are only in "fair" condition. Pelham possesses one of the more coveted pieces of equipment among DPW heads- a backhoe, but regrettably, the machine is in poor condition.

Every town does all but the most extensive maintenance and repair work in-house with the exception of Williamsburg which conducts only routine maintenance and minor repairs. It may be telling that Williamsburg rates the condition of its equipment lower than any of the other communities.

With the exception of Belchertown's Director, the towns' superintendents are very concerned about the deteriorating condition of their roads. The sporadic nature of state highway allocations has made budgeting difficult and during some years, resulted in considerably fewer funds for road repair, let alone building new projects.

Pelham and Williamsburg are particularly in need of new equipment. Leverett is understaffed and needs a building to cover its salt supply.

The towns' budgets are interesting when expressed as cost per road mile: Pelham-\$5,740/mile; Leverett-\$3,870/mile; Williamsburg-\$3,466/mile and Belchertown-\$3,468/mile. Pelham's DPW is allocated a larger percentage of the town's annual budget than the other three towns: 9.5% compared to 7.3% for Leverett and Williamsburg and 5.2% for Belchertown. Page 35 of Appendix A lists each town's budget.



## TRENDS:

In addition to preparing a comparison analysis matrix, CED also contacted a variety of professional and government organizations in order to identify noteworthy trends developing vis a vis the problem of maintaining/improving service levels with stagnant or diminished revenues. Reported below are the results of these conversations:

Nick Russo, President.

Fire Chiefs Association of Massachusetts- Hull, MA

(617) 925-0540

The two major trends Chief Russo sees emerging are: 1) Fire departments are taking a closer look at refurbishing equipment. If the amount required to refurbish a truck is less than 50% of a new purchase, studies show this to be cost effective. 2) Towns are taking the regionalizing idea more seriously, notably in the area of sharing equipment. In terms of minimizing liability, the chief sees more towns presenting "Conditions of Employment" to all new volunteers. (This can be retroactive for current members). He also stated a pressing concern for towns concerning the liability issue is that the Public Duty Law is in danger of being abolished by State Supreme Court. This will deny towns their current limited immunity status.

Chief Russo is a valuable source of information and could be very useful to Pelham when trying to sort out some of the more complex questions regarding its volunteer fire force.

Chief Paul Doherty, Executive Director

Massachusetts Chiefs of Police Association

(617) 723-5002

He is not aware of any studies addressing trends or budget constraints, and says that most departments are just "sitting out" lack of funding. He is reasonably sure no one in Western Massachusetts is involved in regionalizing.

There is discussion in Norfolk County of merging police and fire, but with much opposition because duties are too varied. Harvard and Boxboro shared a police chief few years back. Chief Dougherty said it was a disaster because towns' people's' perceptions that their town was getting less of the chief's time than the other.

Ron Smeal, Chief of Police.

Northern York County Regional Police Dover, Pennsylvania  
(717) 292-3647

Chief Smeal comes recommended by the International Association of Police Chiefs as one of the country's leading regionalizing experts. He consolidated 8 towns in Pennsylvania to become the first regionalized police force in the United States. In addition to his duties as chief, he provides consulting services to towns exploring the regionalization option. (See Appendix C for resume) Chief Smeal charges an honorarium and expenses for initial meeting.

Gerry Daigle, Secretary.

Massachusetts Highway Association  
(508) 883-6624

Once again there are no current studies because of financial constraints, and in the past, the majority of studies were salary surveys only. Mr. Daigle says the major trend is that towns/cities are contracting out many Department of Public Works functions, but there are real problems with quality control, emergency response, and accountability because of reduced number and/or inexperienced inspectors.

He also reported that most of the members' efforts have been to support the Construction and Building Industry of Massachusetts, attempts to get a referendum on the ballot for the next election, that will ensure 15% of the Dedicated Gas Tax Revenues be used solely to build and maintain highway, road and bridge projects. (See Appendix C)

Dana Roscoe, Selectman-Sunderland.

Franklin County Planning Office  
(413) 774-4015

#### Privatization:

The town of Sunderland has privatized its wastewater treatment operation successfully and decided to explore the same option for their Department of Public Works. They obtained a grant through E.O.C.D. for \$15,000 and awarded the study to Talisman-Factor a Boston consulting firm.

Results: the sheer range of the tasks performed by Sunderland's DPW precluded contracting out services (e.g. separate contracts for picking up dead animals, putting up Christmas lights etc.)

However the study did produce a workbook that is to serve as a model for towns of similar size, in determining the feasibility of privatizing specific tasks of their DPW's. (see Appendix C)

### Regionalizing:

Sunderland enjoys an excellent relationship with Leverett, with an informal and fairly constant exchange of equipment and manpower, but this is strongly dependent on the mutually cooperative attitudes of their Highway Superintendents.

Steve Delaney

Organization: Massachusetts Municipal Association Consulting Group  
(508) 745-8244

In Mr. Delaney's capacity of advising towns about increasing efficiency through the Massachusetts Municipal Association, he does regionalization and privatization studies. He states most towns continue to resist the idea of regionalization except in relatively neutral matters e.g. bulk purchase of hot top, salt etc. However, as state and federal aid continue to decline, interest in the idea is increasing.

Mr. Delaney will come to any Massachusetts' municipality at no cost to begin discussions of consolidation. In Western Massachusetts he has done studies for Belchertown, Southampton, and Amherst. (Attached find a simplified decision-making model for contracting services- Appendix C)

Hilary Spector

Executive Office of Communities and Development, Planning and Regionalism.  
(617) 727-3197 ext. 411

Of particular interest to Pelham will be the newly formed Regional Resource Center at E.O.C.D. The center is a repository for all state interlocal agreements and service contracts. Should Pelham decide to explore regionalization in more depth, the town will be able to examine exactly how other communities in Massachusetts have agreed to share responsibilities.

( See Appendix C for a list of services. Note the two Pelham agreements that EOCD has on file).



## **ADDITIONAL INFORMATION:**

Capital Expenditures-All three towns reported minor variations of the same scenario for the past few years. Belchertown had a capital expenditures program in place four years ago, but with revenues down, the plan was never implemented. Necessary purchases were financed by long-term borrowing or with stabilization funds. Leverret and Wialliamsburg used the same sources for capital expenditures. Belchertown and Williamsburg currently have active committees forming capital expenditure plans. (Belchertown's town accountant said towns may also appropriate funds to a special operating account, and use those monies for capital expenditures by the end of the fiscal year, but it has never exercised this option)

Compensatory Time for Salaried Employees: none of the three towns provides "Compensatory Time".

Liability and Lines of Responsibilities. Fire Department-No town, except Pelham requires prospective firefighters to have a physical examination as a condition of employment, although Leverett does require a physician's signature attesting to the physical condition of the applicant and Belchertown's training officer is encouraging all trainees to have a physical. It was not an issue that had been given much thought.

In terms of lines of responsibilities, every fire chief stated his accountability is to the Board of Selectmen and acknowledged the Board's authority. All towns reviewed have strong Chiefs. Please see "Fire Chiefs Association of Massachusetts" on page 13 for more information.

Bill Kennedy, Town of Auburn-Mr. Kennedy, under the auspices of the Executive Office of Communities and Development's "Peer-Match" program is assisting the town of Hubbardston with a personnel study. The survey is concerned with establishing job class specifications and a salary step plan.

## Acknowledgements

The information contained in this report came from in-depth interviews with the four towns' DPW, Police and Fire Department heads, and from meetings and telephone conversations with numerous other town officials listed below. I want to thank everyone for their time, patience and cooperation. I am particularly indebted to Mary Comptois, Kathryn Warner, Eleanor Green and D'Ann Kelty.

### Pelham

- Earl Fay**,  
Retired Highway Superintendent
- Tom Brezinski,  
Highway Superintendent
- Ed Fleury**, Chief of Police
- Richard Hall**, Fire chief
- Mary Comptois**, Town Clerk
- Scott Plotkin, Police Sergeant

### Williamsburg

- Roger Bisbee**, Superintendent  
of Highways and Fire Chief
- E.A. Hendricks**, Chief of Police
- Rowena Golash, Secretary of  
Chief of Police
- Kathryn Warner, Town Clerk

### Leverett

- William Stratford**,  
Highway Superintendent
- John Moruzzi**, Fire Chief
- John Swartz**, Chief of Police
- D'Ann Kelty**, Town Clerk
- Theresa Allen, Assistant to  
the treasurer and Tax Collector
- Jane Davis,  
Administrative Assistant
- Dee Ann Civello, Treasurer and  
Tax Collector

### Belchertown

- Sam Joyal**, Fire Chief
- Gary Broughm**, Director of DPW
- Robert Knight**, Chief of Police
- Pat Antonovitch, Senior Dispatcher
- Eleanor Green**, Town Accountant
- Dave Barrett, Working Foreman
- James Hodgen, Fire Dept.  
Training Officer

Interviews/meetings were conducted with people whose names appear in bold type.

## **Appendix A**

### **Comparative Analysis Matrix for the Town of Pelham's Police, Fire and DPW Departments**

<b>Police</b> .....	16
<b>Fire</b> .....	24
<b>DPW</b> .....	31

TOWN	Staff	Status	Wages
PELHAM	1 Chief (strong) 2 Sergeants(1 provisional) 1 Corporal 2 Regular officers  4 Reserve officers  10 Total	F/T-40hrs/wk+on call P/T -20hrs/month P/T (officer hours vary) P/T -12 to 0 hrs/wk (per availability) P/T-must donate 20 hrs a month	\$25,958.00/yr \$ 10.05/hr \$ 8.96/hr \$ 8.96/hr  \$ 8.96/hr
LEVERETT	1 Chief(strong) 2 Sergeants 5 Officers  8 Total	P/T- 30hrs/wk* P/T- 10-15hrs/wk P/T "  *Chief is not scheduled	\$9,000.00/yr \$ 8.00/hr \$ 7.50/hr  No over time or pay if working hours exceeds annual budget
WILLIAMSBURG	1 Chief(weak) 1 Sergeant 5 Officers (only 2 are really active) 1 Secretary  8 Total	P/T - 30hrs/wk P/T- 25hrs/wk P/T- 10-15hrs/wk  P/T- 20hrs/wk	\$9,360.00/yr \$ 9.17/hr \$ 8.59/hr  \$ 8.59/hr
BELCHERTOWN	1 Chief(strong) 3 Sergeants* 21 Patrol officers*  1 Senior Dispatcher 3 Dispatchers 29 Total *Unionized (Dispatchers also do all clerical work)	F/T F/T 11-F/T 10-P/T(10-15hrs/wk) F/T F/T	\$45,600.00/yr \$ 588.36/wk \$ 513.76/wk \$ 8.20/hr \$ 458.00/wk \$ 423.00/wk

<b>TOWN</b>	<b>Benefits</b>
<b>PELHAM</b>	<ul style="list-style-type: none"> <li>-Health Insurance Town pays 75%</li> <li>-Annual Vacation: 5 days -(1yr) <ul style="list-style-type: none"> <li>10 days-(2-5yrs)</li> <li>15 days-(6-10yrs)</li> <li>20 days-(10-up)</li> </ul> </li> <li>- 11 paid holidays</li> <li>-Sick time up to:15 days/yr</li> <li>-Personal/Family Day: 2 unused sick days</li> <li>-\$2000 Life Insurance Policy</li> <li>-Hampshire County Retirement Plan</li> <li>(above benefits apply to chief; PIT officers: Retirement Plan and Accident and Disability insurance)</li> </ul>
<b>LEVERETT</b>	<ul style="list-style-type: none"> <li>-Hampshire County Retirement Plan</li> <li>-Accident and Disability insurance</li> </ul>
<b>WILLIAMSBURG</b>	<ul style="list-style-type: none"> <li>-Hampshire County Retirement Plan</li> <li>-Accident and Disability insurance</li> </ul>
<b>BELCHERTOWN</b>	<ul style="list-style-type: none"> <li>-Annual vacation: 10 days(1-5yrs) <ul style="list-style-type: none"> <li>15 days(6-10yrs)</li> <li>20 days(11-up yrs)</li> </ul> </li> <li>-Paid Holidays: 11 1/2 and Sick-5 days/yr</li> <li>-Health Insurance Town pays 75%</li> <li>-Life Insurance Policy \$2,000</li> <li>-Personal Leave: 3 days</li> <li>-Court Duty : paid</li> <li>-Longevity Pay</li> <li>-Hampshire County Retirement Plan</li> <li>-Bereavement Leave 1-4 paid days</li> <li>*Chief has personal use of department vehicle, and attends two conferences/yr</li> <li>*These benefits are not applicable to union members</li> </ul>



TOWN	Cost to Join Force	HWY	Coverage
PELHAM	-\$1380 for uniform, weapon and accessories -Bullet proof vests not provided by Town  Update: Town has approved purchase of bullet proof vests for all regular officers	28 miles	Chief is scheduled 40 hours a week and on call approximately 80 hrs. there remains 24 budgeted hours during which various combinations of coverage are provided as directed by chief. An equipped officer is on call 24hrs a day except in rare cases. then the state police are available
LEVERETT	-Gun and Holster (\$400-600) -Department provides uniforms -Bullet proof vests not provided by town	38 miles	-Coverages varies, but generally 1 officer on patrol Fridays and Saturdays 4pm-2am and weekdays during afternoons when school bus delivers children back home -Approximately 60 hours week budgeted
WILLIAMSBURG	-\$1400 -Department provides everyone with bullet proof vests	53 miles	-Officers are on patrol 12-14hrs on weekends. Chief has office hours Monday nights. Rest of time officers on call
BELCHERTOWN	-No cost -Bullet proof vests are mandatory and provided by the department	180 miles	24 hours:  -12am-8am (2 officers) -8am-4pm (2 officers) -4pm-12am(3 officers/5 days; 2 officers/2 days)

TOWN	Dare Instruction	Facility	Equipment
PELHAM	Yes	<ul style="list-style-type: none"> <li>-Shares a long narrow room with Town Tax Collector</li> <li>-No privacy or security</li> <li>Insufficient space</li> </ul> <p>Update: space is to be enclosed and will provide security and privacy. However space remains inadequate</p>	1 cruiser(marked) 1 computer  Update: new computer system and fax machine Also a VCR and camera head(donated)
LEVERETT	No program for 2-3 years: Chief is looking at restarting	<ul style="list-style-type: none"> <li>-2 rooms on second floor of D.P.W garage</li> <li>-Second floor location is unsatisfactory</li> <li>-Otherwise secure and private</li> </ul>	2 cruisers(marked) 1 computer
WILLIAMSBURG	No	<ul style="list-style-type: none"> <li>-2 small rooms in Town Hall</li> <li>-Walls do not extend to ceiling, lack of privacy and security</li> <li>-School room on top floor, noisy at times</li> </ul>	2 cruisers (1 marked,1 unmarked) Computer
BELCHERTOWN	Yes	<ul style="list-style-type: none"> <li>-1 storey small building</li> <li>Brick</li> <li>-Cramped quarters</li> <li>-Need for separate men and women's locker facilities, more lock-up cells, and interview space</li> </ul>	4 cruisers (3 marked,1 unmarked) Fully equipped dispatch center CJIS terminal

TOWN	Dispatch (Cost)	CJIS Terminal	Type of Calls
PELHAM	Franklin County-\$4900/yr  Service level adequate but much room for improvement especially with log reporting -Has accepted E-911 service	No	Please see Appendix B
LEVERETT	Franklin County \$6,000/yr  Has accepted E-911	No, Town is too small to warrant expense	Please see Appendix B
WILLIAMSBURG	Southampton \$5,000/yr (works well)  Has accepted E-911	No, Believes Town will have in 5-10 years	Please see Appendix B
BELCHERTOWN	In house Will accept E-911, but maintains own dispatch system	Yes	Please see Appendix B

TOWN	Budget	% of Town's Budget
PELHAM	FY94 \$55,019 *	1.4%
	FY93 \$52,399	1.3%
	FY92 \$51,000	1.3%
	*Recommended	
LEVERETT	FY94 \$50,720*	2.5%
	FY93 \$44,200	2.3%
	FY92 \$49,738	2.4%
	*Recommended	
WILLIAMSBURG	FY94 \$63,370*	2.5%
	FY93 \$61,894	2.7%
	FY92 \$54,176	2.6%
	*Recommended	
BELCHERTOWN	FY94 \$638,549*	5.4%
	FY93 \$597,021	5.2%
	FY92 \$597,021	5.1%
	*Recommended (Includes 1 new cruiser a year)	

TOWN	Minimum Training Required For P/T Officers
PELHAM	<ul style="list-style-type: none"> <li>-Must have completed reserve intermittent training before hire</li> <li>-Receives in-house training for 1st responder, CPR and firearms qualification</li> </ul>
LEVERETT	<ul style="list-style-type: none"> <li>-Reserve intermittent training, CPR, 1st Responder and firearms qualification before permitted to ride patrol with another officer. After that, depending on previous experience, new officers spend a variable number of hours under supervision, before doing solo patrol</li> </ul>
WILLIAMSBURG	<ul style="list-style-type: none"> <li>-Reserve intermittent training before hire</li> <li>-Then 100 hours of supervision, CPR, 1st responder and firearms qualification before assigned patrol</li> </ul>
BELCHERTOWN	<ul style="list-style-type: none"> <li>-Town prefers to hire P/T officers who already have reserve intermittent training as well as CPR, 1st responder and firearms qualification training. New officer is assigned to work with experienced member of the force who then decides when the new officer is qualified to operate on his own</li> </ul>

TOWN	Concerns
PELHAM	<ul style="list-style-type: none"> <li>-P/T officers resent small amount of pay for on call duty</li> <li>-Pressing need for clerical assistance</li> <li>-Police station too small</li> <li>-Insufficient training budget</li> <li>-Insufficient funds allocated to pay for coverage during Chief's vacation and time off</li> </ul>
LEVERETT	<ul style="list-style-type: none"> <li>-Need a full time officer to do administrative paperwork and provide more coverage</li> </ul>
WILLIAMSBURG	<ul style="list-style-type: none"> <li>-Job really demands a full time position</li> <li>-Department needs a 4WD vehicle especially in spring to get over poor roads</li> <li>-Need separate, private office space</li> </ul>
BELCHERTOWN	<ul style="list-style-type: none"> <li>-Short of manpower: Chief says 5 more officers minimum requirement</li> <li>-Shortage of funds and personnel force department to strictly reactive policing.No time to enact community based policing</li> </ul>



TOWN	Staff	Status	Wages
PELHAM	Chief (strong) 2 Deputy Chiefs 3 Captains 15 Fire Fighters  21 Total	Volunteer Volunteer Volunteer Volunteer	\$12.08/hr \$10.05/hr \$10.05/hr \$ 8.96/hr   
LEVERETT	Chief(strong) 1 Deputy 1 Captain 2 lieutenants 11 Fire Fighters  15 Total	Volunteer Volunteer Volunteer Volunteer Volunteer	\$2250/yr \$210/yr + \$7.50/hr \$110/yr + \$7.50/hr \$55/yr + \$7.50/hr - \$7.50/hr  
WILLIAMSBURG	Chief (strong) 2 Deputy Chiefs 2 Captains 4 Lieutenants 20 Fire Fighters  29 Total	Volunteer Volunteer Volunteer Volunteer Volunteer	\$950/yr + \$8/hr \$250/yr + \$8/hr \$25/yr + \$6-\$7/hr* \$25/yr + \$6-\$7/hr* \$25/yr + \$6-\$7/hr*  *depending on length of service
BELCHERTOWN	Chief (strong) 1 Assistant Chief 1 Deputy Chief 4 Captains 8 Lieutenants 16 Fire Fighters 1 Secretary  31 Total	F/T Volunteer Volunteer Volunteer Volunteer Volunteer P/T(15-20hrs/wk)	\$31,600.00/yr \$2,500.00/yr (4,500)* \$6.25/hr (10.00)* \$6.25/hr (10.00)* \$6.25/hr ( 8.00)* \$6.25/hr ( 7.50)* \$6.25/hr  *Salaries in parenthesis have been recommended for FY94

TOWN	Benefits
PELHAM	<ul style="list-style-type: none"> <li>- Eligible to join Hampshire County Retirement Plan</li> <li>-Accident and disability insurance policy.</li> </ul>
LEVERETT	<ul style="list-style-type: none"> <li>-Mandatory enrollment in Franklin County Retirement Plan</li> <li>-Accident and disability insurance policy</li> </ul>
WILLIAMSBURG	<ul style="list-style-type: none"> <li>-Eligible to join Hampshire County Retirement Plan</li> <li>-Accident and disability insurance policy.</li> </ul>
BELCHERTOWN	<ul style="list-style-type: none"> <li>-Eligible to join Hampshire County Retirement Plan</li> <li>-Accident and disability insurance policy.</li> <li>-Chief's benefits are same as full time town employees(See Belchertown DPW p in Appendix )</li> </ul>



TOWN	Drills	Qualifications	Training
PELHAM	Weekly  75% attendance required	-16 yrs old	-Within a year must complete: -CPR -First Responder -6 sessions, County School -Physical required (Members not allowed to drive truck until they have 1 year's experience and chief decides competent)
LEVERETT	Yes  75% attendance required	-18yrs old -Drivers license	-CPR -1st Responder -Hazardous Materials -Self Contained Breathing Apparatus -Must attend 75% Town Drills and 50% Calls while training -No physical required
WILLIAMSBURG	-Twice monthly  -50% attendance required  -Paid for 1/3 of drills	-16 yrs old	-6 month probation ; must attend 50% of drills. Within a year: -CPR, -1st Responder -Hazardous materials training and 6 sessions at county school -No physical required
BELCHERTOWN	24 drills a year -75% minimum attendance for trainees(Mandatory) -Regular members are expected to try to make 75% of drills	-18yrs old -Drivers license -Training officer is asking all new members to have a physical but this is not a legal requirement	Average time 1 1/2yrs -CPR -1st Respondent -6 sessions at county school -attendance of biweekly on site drills -expected to respond to 75% of calls

TOWN	Fire Station	S O P's	Dispatch
PELHAM	1650sq.ft, cement block, approx. 35 yrs old Not properly heated; has inadequate space for training drills and low clearance	In progress	-Amherst \$900/yr
LEVERETT	<u>E. Leverett :</u> 1050 sq.ft Concrete Block, insulated age: 17 yrs No training or office space No toilet facilities <u>N. Leverett :</u> 650 sq.ft Concrete block, insulated age: 26 yrs Same deficiencies as E. and no running water	In progress	-Amherst \$900/yr  -Direct Mutual Aid with Shutesbury
WILLIAMSBURG	<u>S.Main St</u> 1200 sq.ft Concrete Block age: 33 yrs Adequate space, but roof needs replacement <u>N.Main St</u> 2 stories, 1300sq.ft age: 87 yrs Wooden building, lacks space for group activity	No	-Amherst \$900/yr
BELCHERTOWN	2300 sq.ft. two storey Wooden Structure age: 90 yrs Unsatisfactory: Secretary and Chief share a miniscule office space Vehicles are parked bumper to bumper	In progress	-Amherst \$2500/yr

TOWN	Maintenance	Equipment	Age/Condition
PELHAM	All in-house except work like engine replacement	2 Pumpers #1   1000 gallons #3    240 gallons  1 Tanker 3500 gallons  1 Brush Truck 4WD 100 gallons	1971-good 1974-poor  1990-very good  1954-fair
LEVERETT	Routine maintenance and minor repairs in-house. All other outside	#1 Pumper-1000 gallon #2 Pumper-1000 gallon #3 Pumper-1000 gallon  1 Brush Truck 250 gallon	1967-poor 1972-fair 1988-very good  1968-fair
WILLIAMSBURG	Routine maintenance and minor repairs in-house. All other outside	2 Pumpers 1000 gallons 750 gallons  4WD Brush Truck 300 gallons  1 Tanker 1200 gallons  1 Car	1987-very good 1983-very good  1975-good  1968-good  1983-good
BELCHERTOWN	Minor routine work done in house Annual grease and oil change done at DPW All else done outside	#2 Pumper 1000 gallons #9 Pumper 550 gallons  #3 Tanker 1000 gallons  1 Rescue Truck  2 Forest Fire Trucks, 150 gallon each (Chief wants to replace both for 2 4WD vehicles) 1 Ladder Truck	1974-excellent 1963-good  1983-excellent  1965-poor (to be replaced) 1974-fair (over loaded) 1954-poor(used as standby vehicle only) 1950-poor(used for training only)

TOWN	Calls-FY92	Budget	% of Town
PELHAM	1 Structure Fires	FY94-\$20,885*	1.4%
	16 Non-structure Fires (includes first aid)	FY93-\$20,362	1.3%
	<u>15</u> Non-Fire calls	FY92-\$19,664	1.3%
	32 Total	*Recommended	
LEVERETT	0 Structure Fires	FY94 -\$22,000*	1%
	11 Non-Structure Fires	FY93-\$23,224	1%
	<u>20</u> Other calls	FY92-\$20,334	.8%
	31 Total	*Recommended	
	70 inspections		
WILLIAMSBURG	3 Structure Fires	FY94-\$28,725*	1.1%
	18 Non-Structure Fires	FY93-\$26,100	1.1%
	<u>27</u> Other calls	FY92-\$19,500	1.4%
	48 Total	*Recommended	
BELCHERTOWN	15 Structure Fires	FY94-\$113,700*	0.9%
	69 Non-Structure Fires	FY93-\$106,283	0.9%
	<u>151</u> Other calls	FY92-\$113,565	1.0%
	235 Total	*Recommended	

TOWN	Concerns
PELHAM	<ul style="list-style-type: none"> <li>-Fire House is not properly heated,has low clearance and inadequate space for training.</li> <li>-Engine #3 is in poor condition and needs replacement.</li> </ul>
LEVERETT	<ul style="list-style-type: none"> <li>-Attracting and retaining fire fighters</li> <li>-Inadequate building facilities.</li> <li>-Outworn equipment.</li> </ul>
WILLIAMSBURG	<ul style="list-style-type: none"> <li>-Chief wants to hire a fire prevention officer. Town needs a more rigorous inspection program</li> </ul>
BELCHERTOWN	<ul style="list-style-type: none"> <li>-Chief wants one full time position to perform clerical functions, assist with fire inspections and do routine vehicle maintenance.</li> <li>-Needs adequate office space and additional training equipment area.</li> <li>-For past 10 yrs Town considered building a new station of Fire Department with view that growth may dictate non-volunteer force. Chief now feels it is better to add a little more space and rely on Mutual Aid for extra vehicles and manpower.</li> <li>-Future efforts should be toward more aggressive preventive policies.</li> </ul>



TOWN	Highway	Staff	Status	Wages
PELHAM	28 miles 22 paved 6 unpaved	1 Superintendent 1 Equipment Operator 1 Truck Driver-Laborer	F/T F/T F/T	\$32,000/yr \$12.80/hr \$9.86/hr  Over time 1 1/2
LEVERETT	38 miles 26 paved 12 unpaved	1 Superintendent 1 Foreman	F/T F/T	\$14.57/hr \$11.68/hr  Over time 1 1/2
WILLIAMSBURG	53 miles* 47 paved 6 unpaved  *5 miles are state road	1 Superintendent 2 Drivers	F/T F/T	\$13.40/hr \$12.22/hr  Over time 1 1/2 except double time on holidays
BELCHERTOWN	180 miles 160 paved 20 unpaved	1 Director <u>Maintenance(non union):</u> 1 Foreman 2 Maintenance,laborers <u>Highway Department,</u> <u>(union):</u> 1working foreman 1 mechanic 1 equipment operator 4 truck driver, laborers Selectmen's staff does DPW's paperwork	F/T F/T F/T F/T F/T F/T F/T	\$37,500.00/yr \$550.00/wk \$12.40/hr  \$14.50/hr \$11.75/hr \$11.75/hr \$10.91/hr Over time-1 1/2 except holidays-2 1/2

<b>TOWN</b>	<b>Benefits</b>	<b>Responsibilities</b>
<b>PELHAM</b>	<ul style="list-style-type: none"> <li>-Health Insurance Town pays 75%</li> <li>-Annual Vacation: 5 days (1yr) 10 days (2-5yrs) 15 days (6-10yrs) 20 days (10-up)</li> <li>- 11 paid holidays</li> <li>-Sick time up to: 15 days/yr</li> <li>-Personal/Family Day: 2 unused sick days</li> <li>-\$2000 Life Insurance Policy</li> <li>-Hampshire County Retirement Plan</li> </ul>	<ul style="list-style-type: none"> <li>-Highways</li> <li>-Town Grounds</li> </ul>
<b>LEVERETT</b>	<ul style="list-style-type: none"> <li>-Annual vacations: 5 days (1yr) 10 days (2-5yrs) 15 days (6-11yrs) 20 days (12-up yrs)</li> <li>-Annual sick leave: 12 days</li> <li>-Personal days: 2 days</li> <li>-Bereavement: 3 days</li> <li>-Jury duty: 3 days, paid</li> <li>-Health Insurance, Town pays 75%</li> <li>-Life Insurance \$5,000</li> <li>-Paid Holidays: 11 days</li> <li>-Franklin County Retirement Plan</li> </ul>	<ul style="list-style-type: none"> <li>-Highways</li> <li>-Town Grounds</li> <li>-Landfill (ends Dec. 1993)</li> </ul>
<b>WILLIAMSBURG</b>	<ul style="list-style-type: none"> <li>-Annual vacation: 10 days (1-4yrs) 15 days (5-9yrs) 20 days (10-20yrs)</li> <li>-Annual sick leave: 15 days</li> <li>-Paid holidays: 13 days</li> <li>-Personal days: 3 days</li> <li>-Bereavement: 3 days</li> <li>-Jury duty, paid</li> <li>-Health Insurance, Town pays 70%</li> <li>-Life Insurance \$2,000 policy</li> <li>-Hampshire County Retirement Plan</li> </ul>	<ul style="list-style-type: none"> <li>-Highways</li> <li>-Town Grounds</li> <li>-Construction work for Sewer and Water Dept.'s (paid by said department for work)</li> </ul>
<b>BELCHERTOWN</b>	<ul style="list-style-type: none"> <li>-Annual vacation: 10 days (1-5yrs) 15 days (6-10yrs) 20 days (11-up yrs)</li> <li>-Paid Holidays: 11 1/2 and Sick-5 days/yr</li> <li>-Health Insurance Town pays 75%</li> <li>-Life Insurance Policy \$2,000</li> <li>-Personal Leave: 3 days</li> <li>-Court Duty : paid</li> <li>-Longevity Pay</li> <li>-Hampshire County Retirement Plan</li> <li>-Bereavement Leave: 1-4 paid days</li> </ul>	<ul style="list-style-type: none"> <li>-Highways</li> <li>-Maintenance of Town buildings and grounds</li> <li>-Landfill*</li> <li>-Waste water treatment*</li> </ul> <p>*Both these departments are enterprise operations and not included in report, except to note director oversees their operation</p>

TOWN	Equipment	Age/Condition	Maintenance
PELHAM	3 Dump Trucks (35,000 gvw)  2 slide in sanders  1 one ton Dump Truck 1 Front End Loader 1 Backhoe	1973-fair 1977-fair to good 1988-very good 1980-poor 1988-good 1990-very good 1986-very good 1967-poor	-Majority in house -Major,e.g. rebuilt engines, sent out
LEVERETT	1-35000 gvw Dump Truck 1-35000 gvw All Season Dump Body 1-35000 gvw Dump Truck with sander 1-4 cyl. Tractor 1-Front End Loader 1-Grader 1-3/4 ton Pickup	1989-very good 1985-good 1983-good 1972-fair 1987-good 1976-fair 1989-good	-All maintenance is done by department except major,e.g. overhaul transmission, motor rebuilding
WILLIAMSBURG	2 Dump Trucks -35000 gvw -35000 gvw  1 One Ton Pickup 1 Brush Chipper 1 Bucket Loader 1 Road Grader 1 Road Sweeper	1979-poor 1985-good  1988-good New 1985-good 1967-fair 1976-fair	-Routine and minor maintenance done in house -All major sent out



BELCHERTOWN	6 Dump Trucks 40,000-50,000 gvw	1972-1986 (good to very good)	-All in house except repairs to specialized equipment
	6 Service Vehicles, (pickups)	1973-1988 (good to very good)	
	1 Grader	1948-fair	
	5 Slide in Sanders	1975-1992,fair to good	
	1 Permanently Mounted Sander	1975-good	
	2 Front End Loaders	1978-good	
	1 wood chipper	1988-very good 1984-very good	

TOWN	Facilities	Budget	% of Town
PELHAM	-Garage (1964)2400sq.ft. -Good repair but cramped  -Salt storage shed (1983)3200 sq.ft -Excellent shape	FY94 \$160,715	9.5%
		FY93 \$160,663	10.6%
		FY92 \$160,643	10.7%
LEVERETT	L-shaped concrete block building, 2000sq.ft -Contains office and equipment storage, also 2 bays in fire barn -60 ton salt shed, good condition	FY94 \$147,081	7.3%
		FY93 \$151,864	7.7%
		FY92 \$152,237	7.4%
WILLIAMSBURG	-Garage and storage building is cement block, 3600sq.ft. Not uninsulated, but otherwise adequate  -Salt is covered with plastic tarp	FY94 \$183,679	7.3%
		FY93 \$174,980	7.6%
		FY92 \$181,495	8.6%
BELCHERTOWN	<u>Highway building:</u> -11,000 sq.ft,package building 18 yrs old -Superintendent and working foreman share large office.All purpose room and kitchenette for employees <u>Maintenance building:</u> -Wooden-1000 sq.ft -small for 4 employees and all storage <u>Covered salt shed:</u> -Holds 600 tons -New and in good shape	FY94 \$624,291	5.2%
		FY93 \$576,144	5.0%
		FY92 \$697,048	6.0%

TOWN	Services Contracted Out
PELHAM	<ul style="list-style-type: none"> <li>-Specialized mowing</li> <li>-Line painting</li> <li>-Road paving</li> </ul>
LEVERETT	<ul style="list-style-type: none"> <li>-Road paving</li> <li>-Line painting</li> <li>-Plowing (over load)</li> </ul>
WILLIAMSBURG	<ul style="list-style-type: none"> <li>-Plowing (over load)</li> <li>-All mowing</li> <li>-Road paving</li> <li>-Tree trimming</li> </ul>
BELCHERTOWN	<ul style="list-style-type: none"> <li>-Grass mowing</li> <li>-Road paving</li> <li>-Street sweeping</li> <li>-Snow plowing *</li> </ul> <p>*Town plows 30 miles of main roads. The rest (150) miles are contracted out</p>

TOWN	Concerns
PELHAM	<ul style="list-style-type: none"> <li>-Roads are deteriorating faster than town can properly rebuild. There is no way to predict what Ch.90 funds will be</li> <li>-Equipment is aging and there are no funds allocated for capital expenditures</li> </ul>
LEVERETT	<ul style="list-style-type: none"> <li>-Not enough money available to keep roads well repaired (has had the same budget for asphalt for the last 4 years)</li> <li>-Would like to have another full time position, to keep "on top" of maintenance to forestall expensive repairs later on</li> <li>-Another building to house grader and to cover salt and sand mixture</li> </ul>
WILLIAMSBURG	<ul style="list-style-type: none"> <li>-Deteriorating road conditions</li> <li>-Lack of funds to replace equipment or lease machinery for one time-jobs</li> </ul>
BELCHERTOWN	<ul style="list-style-type: none"> <li>-Nothing major at this point except replacing some worn equipment and trying to find an affordable backhoe</li> </ul>

## Appendix B-Number and Type of Police Calls

Each town's police department has a different system for categorizing and recording its calls; without a thorough examination of logs, direct comparisons cannot be made.

### 1990 Pelham-677 calls:

Homicide/Vehicular Homicide.....	1
Aggravated/Armed Assault.....	1
Burglary.....	6
Larceny/Breaking & Entry.....	17
Vehicle Theft.....	1
Simple Assault.....	2
Fraud.....	1
Embezzlement.....	1
Vandalism.....	16
Weapons/Hunting Offense.....	8
Drug Law Violations.....	4
Family/Child Abuse.....	1
Vehicle OUI.....	1
Liquor Violation.....	6
Officer Field Investigation.....	6
Arrest/Summons.....	28
Civil Complaint.....	1
Unlawful Possession.....	1
Local Bylaw/Safety Violation.....	9
Missing Person/C.H.I.N.S. Runaway.....	11
Lost/Found Property.....	8
Disturbance.....	3
Disturbance Family.....	4
Disturbance Gathering.....	2
Disturbance School.....	1
Child In Street.....	1
Disturbance/Noise.....	8
Annoying/Obscene Phone Calls.....	8
Suspicious Person/Trespass.....	27



House Checks Requested.....	15
Officer Wanted.....	74
Escort.....	4
Prisoner Transport.....	3
Message Delivery/Notification.....	2
Dog Comp.....	9
Deer/Other Animal Complaint.....	17
Assist Town/Other Agencies.....	93
Ambulance Calls/Medical Assists.....	7
Mental/Suicide Attempt.....	1
Death.....	1
Drunk/Protective Custody.....	3
Fire Alarm/Assist Fire.....	8
Burglar Alarms.....	19
Police Information/Invest.....	29
Assist Other Police Agencies.....	61
Traffic Complaint.....	4
Vehicle Unlawfully Operated.....	3
Unauthorized Use of Vehicle.....	1
Vehicle Operation Endangering.....	5
Hit & Run Motor Vehicle Accident.....	8
Vehicle Accident (Property).....	3
Vehicle Accident (Injury).....	18
Emergency Traffic Control.....	6
Abandoned Vehicle.....	4
Private Tow/Disabled Motor Vehicle.....	22
Illegal Dumping.....	3

**1991 Leverett-496 calls:**

Accidents.....	46
Animal Related Complaints.....	6
Medical Emergency.....	4
B & E.....	8
Burglar Alarms.....	30
Domestic Disturbance.....	17

House checks.....	14
Missing Persons.....	4
Thefts.....	5
OUI.....	7
Shots Fired.....	9
Stolen Vehicles.....	1
Suspicious Persons/Vehicles.....	16
Vandalism.....	19
Miscellaneous.....	310

**1991 Williamsburg**-307 calls from dispatch. Arrests 72 as follows:

Motor Vehicle Related.....	52
Crimes Against Persons.....	8
Crimes Against Property.....	4
Drug Possession.....	5
Warrants.....	3

**1992 Belchertown**-3436 Incidents

Taken in Custody.....	332
Burglaries.....	96
Larcenies.....	100
Assaults.....	31
Drug Investigation.....	21
Intensive Drug Investigations.....	5
Accidents.....	217
Motor Vehicles Violations.....	2634

## **Appendix C**

- Smeal Resume
- An Initiative Petition
- Guide for Improving Highway Department Operations
- MMA Consulting Group- A Decision Making Model
- Massachusetts Regionalism Resources Guide



## I. INTRODUCTION TO W. R. SMEAL, PMC. AND RELEVANT EXPERIENCE

W. Ronald Smeal, Police Management Consultant specializes in offering local governments assistance in a variety of areas dealing with their police departments. Areas such as but not limited to Contracting/Regional Services, Management Studies, Executive Search, Collective Bargaining, Conflict Resolution and Technical Assistance in a variety of other specialized areas have been provided. The consultant has been involved in providing such services for the past seven years, beginning during 1987 on a Part-Time, Private Consulting Business basis and as a Peer-To-Peer consultant with the Department of Community Affairs. From that time, work has been conducted in more than eighty municipalities across the Commonwealth. These Borough, Township, and City police departments vary in size from as few as one full time officer to as many as over sixty full time sworn officers.

The consultant has conducted studies to consolidate police services among as many as ten municipalities, studies of the management of small and medium sized police agencies, provided technical assistance to municipalities experiencing conflict and operational difficulties and conducted a variety of assignments dealing with personnel issues. In addition, the consultant has provided several municipalities with a complete Executive Search to include advertisement, screening of applicants, examination processes, assessment centers (sub-contracted), background investigations and recommendations for appointment to include salary and benefit recommendations.

During 1993, a study of the Management and Operations of the Salisbury Township Police Department, Lehigh County was completed along with a consolidation of the Tobyhanna Township and Mount Pocono Police Departments in Monroe County. During 1992, a study of the Operations of the Breaknock Township Police Department (2 full time and 1 part time officers), was conducted in Lancaster County. In Mifflin County, a feasibility study has been completed, whereby ten municipalities including the Borough of Lewistown would form a Regional Police Department consisting of twenty six full time officers and enjoy a cost savings over \$100,000. Technical assistance was provided to the City of Farrell and the Borough of Wheatland, Mercer County, for DCA, as they consolidated police departments and started a Regional department April, 1, 1992. During 1991, a study of the management and operations of the Upper Dublin Township Police Department, consisting of 41 sworn officers, was conducted in Montgomery County. In Bucks county, the Borough of Sellersville and the townships of East and West Rockhill were provided technical assistance on every aspect of police operations, including an executive search, in order to consolidate their three departments into the Pennridge Regional Police Department that started providing service on January 1, 1992. In Delaware County, Radnor Township, an executive search was conducted when their chief of police retired.



The principal consultant is W. Ronald Smeal. Projects requiring additional consultant staff are selected from a field of professional colleagues, holding commensurate credentials. From time to time, sub-contracting may be utilized - ie: assessment centers conducted through the International Association of Chiefs of Police and/or Bartell & Bartell LTD. This consulting business is conducted on a part-time basis with full time emphasis directed toward fulfilling the responsibilities of Chief of the Northern York County Regional Police Department. Work is conducted on a timely schedule and in accordance with standards for the service. As a result of the limited staff and overhead, costs for service are quite competitive when compared to large full time consulting firms. In addition, one-on-one contact with the consultant tends to provide consistency throughout any project.

For additional information about the consultant, please review the enclosed resume.

The following list of names may be contacted as references from recent clients. Additional references will be provided if requested.

Karen Botvin, Manager  
Brecknock Township  
1026 Dry Tavern Road  
Denver, PA 17517  
(215) 445-5933

Richard D. Coll, Manager  
Sellersville Municipal Building  
140 East Church Street  
Sellersville, PA 18960  
(215) 257-5075

Gregory N. Klemick, Manager  
Township of Upper Dublin  
801 Loch Alsh Avenue  
Fort Washington, PA 19034  
(215) 643-3099

Richard J. Manfredi, Sr  
Tobyhanna Township  
PO Box 880  
State Avenue  
Pocono Pines, PA 16148  
(717) 646-1212

Clifford Steff, Manager  
Township of Salisbury  
3000 South Pike Avenue  
Allentown, PA 18103  
(215) 797-4000

**WILLIAM RONALD SMEAL**BUSINESS

1445 E. Canal Rd.  
Dover, PA 17315  
717-292-3671

RESIDENCE

3001 Norwood Place  
York, PA 17404  
717-792-3170

**EDUCATION:**

**MASTER OF PUBLIC ADMINISTRATION,**  
The Pennsylvania State University  
College of Liberal Arts  
Degree Awarded August 1975

**BACHELOR OF SCIENCE,**  
The Pennsylvania State University  
College of Human Development  
Law Enforcement and Corrections  
Degree Awarded December 1972

**FBI NATIONAL ACADEMY,**  
Graduation Certification (133rd Session)  
Awarded June 1983

**POLICE****EXPERIENCE:**

**CHIEF OF POLICE**  
Northern York County Regional Police Department  
January 5, 1981 - Present

Administer the police services of a Regional Police Department serving eight (8) municipalities covering 122 square miles with a population of 40,000. The Department consists of a staff of 50 (sworn, civilian, auxiliary) employees. The Chief reports directly to the Chairman of the Elected Board of Commissioners with some responsibilities normally associated with a municipal manager position. The major responsibilities include management of finances investment, payroll, budget, audit, etc., prepare agenda, report to and attend all Board Meetings, direct all personnel with responsibility for recruitment, selection, training, discipline, termination, etc., let RFP's, bids, grant preparation, serve as purchasing officer, administer employee benefits programs, security and maintenance of building and equipment, along with administration control, direction, budgeting, inspection, planning and organizing the operational and support functions of the entire Department.



**ACHIEVEMENT HIGHLIGHTS  
ASSOCIATED WITH CURRENT POSITION:**

- Developed and implemented complete Policy/Rules and Regulations manual.
- Successfully solicited, prepared, submitted and received grants of up to \$10,000 on an annual basis. Currently awarded a three year Community Policing grant valued at \$200,000.
- Chief Executive officer, managing \$2.2 million budget for eight municipalities. Responsible for adding the sixth municipality on January 1, 1984, the seventh on January 1, 1991 and the eighth on February 15, 1991.
- Computerized the fiscal and management information systems of the entire police operation. A significant portion of the costs were paid with monies received through a grant.
- Through sound fiscal management of investments, able to construct a 1/2 million dollar building addition to police headquarters without any additional cost to the participating municipalities.
- Created an atmosphere of trust with a former militant union using positive and negative discipline. Successfully disciplined/terminated employees (with review by labor Relations Board and Commonwealth Court Systems).
- Developed recruitment/promotional selection procedures for the Department.
- Currently negotiated a five (5) year labor contract with salary increases based upon the social security cost of living index.

**POLICE  
EXPERIENCE  
CONTINUED:**

**STATE COLLEGE BUREAU OF POLICE SERVICES**  
118 S. Fraser Street, State College, PA 16801

1980 - 1981 Assigned to Staff Services Division as Commanding Officer; responsible for 12 non-sworn, 3 sworn members, reporting directly to the Chief of Police, State College Bureau of Police Services. Division responsibilities had emphasis on County-wide Communication System servicing fire, ambulance, and police services, and a newly acquired Wang

Computerized Central Records system.

1974 -1980 Promoted to Lieutenant, Commanding Officer Field Services Division; responsible for 38 sworn members reporting directly to the Chief of Police.

1972 - 1974 Promoted to Sergeant: supervised members of Patrol Bureau.

1970 - 1972 Assigned to Patrol Bureau as an Assistant Platoon Leader with emphasis on Supervision.

1969 - 1970 Assigned to Youth Services Unit, Investigation Bureau as youth officer with emphasis on investigative duties.

1968 - 1969 Performed duties as a patrolman in areas of foot and mounted radio car patrol.

**TEACHING  
EXPERIENCE:**

1972 - Present

Extensive experience teaching Criminal Justice courses at the following institutions:

- Mansfield State College, Mansfield, PA
- The Pennsylvania State University  
University Park and Altoona, PA
- The Indiana State University, Indiana, PA
- The Lock Haven State College, Lock Haven, PA
- The Harrisburg Area Community College,  
Harrisburg, PA
- The York College of Pennsylvania,  
York, PA
- Commonwealth of Pennsylvania,  
Department of Community Affairs,  
Harrisburg, PA

**PRESENTATIONS:**

1986: The International Chief's of Police Conference "Performance Appraisal Documentation", Houston, TX

1982: IACP Innovative Techniques in Managing Small Police Department Symposium, "Budgeting and Manpower," Nashville, TN

1975: MPA Thesis, "Small vs Large Law Enforcement Agencies", University Park, PA.



**MILITARY****EXPERIENCE:**

**UNITED STATES MARINE CORPS**  
Honorable Discharge - July 1961

**PROFESSIONAL****AFFILIATIONS:**

- International Association of Chiefs of Police  
(Executive Committee)
- Pennsylvania Chiefs of Police Association  
(President 1993-1994)
- Central Pennsylvania Chiefs of Police Association  
(Executive Board)
- York County Chiefs of Police Association  
(Past President)
- FBI National Academy Associates
- Commonwealth of Pennsylvania  
Department of Community Affairs  
(Peer-to-Peer Consultant)

**REFERENCES:**

David Grine, Judge  
Centre County Court House  
Bellefonte, PA 16823  
Phone: 814-355-6733

Harold D. Kessler  
Chief of Police  
Springettsbury Township Police  
1501 Mount Zion Road  
York, PA 17402  
Phone: 717-757-3525

Tim L. Horner  
3435 Susquehanna Trail  
York, PA 17402  
Phone: 717-764-6965

# The Commonwealth of Massachusetts

## AN INITIATIVE PETITION

### FOR A LAW

Under Article XLVIII of the Amendments to the Constitution of the Commonwealth



## SUMMARY

This proposed law would increase the portion of gasoline tax revenue that would be credited to the state Highway Fund; prohibit the transfer of money from the Highway Fund to other state funds for other purposes; declare that citizens have a right to a safe and efficient public highway, road and bridge system and require the state to develop a comprehensive seven-year state transportation plan; and make certain other changes in state finance laws relating to the Highway Fund.

The proposed law would require that the small portion of state gasoline tax revenues that is deposited in funds relating to the use of watercraft be deposited instead in the Highway Fund. No revenue deposited in the Highway Fund could be transferred to any other state fund for any purpose other than one for which the Highway Fund may be used.

The proposed law would declare that the citizens of Massachusetts have a right to a safe and efficient public highway, road and bridge system, constructed and maintained by the state and its counties, cities and towns. The state Secretary of Transportation and Construction would be required to prepare a comprehensive state transportation plan for the period July 1, 1995 through June 30, 2002, to be updated every

three years. The plan would provide for the repair or reconstruction of at least five percent of public highways and bridges every year, and it would establish priorities for highway, road and bridge projects based on condition and safety factors. The plan would be designed to promote economic development and employment by meeting the various transportation needs of residents throughout the state. The plan would be prepared after a public hearing and after consultation with the state Secretaries of Environmental Affairs and Economic Affairs.

Under the proposed law, money in the Highway Fund would no longer be considered in determining whether the state government has sufficient money on hand to set some aside for use in future fiscal years or to deposit some in the state tax reduction fund. The proposed law would declare that no more than 15% of gasoline tax revenues could be used for mass transportation purposes, but it would not prevent the state Legislature from appropriating additional gasoline tax revenues for such purposes.

The proposed law states that if any of its provisions were declared invalid, the other provisions would remain in effect.

## FILING DEADLINES

Initiative petitions must be submitted for certification of signatures no later than 5 p.m. on the following dates to:

- Registrars of Voters or Election Commissioners in each city and town . . . Wednesday, November 17, 1993
- Election Commissioners in the City of Boston . . . Monday, November 22, 1993

All certified initiative petitions must then be filed with the Elections Division, Office of the Massachusetts Secretary of State, Room 1705, One Ashburton Place, Boston, no later than 5 p.m., Wednesday, December 1, 1993.

FIRST TEN SIGNERS	NAME	RESIDENCE	CITY OR TOWN	These names have been certified as names of registered voters in their places of residence. Original petition was filed September 7, 1993.
	Jay M. Cashman	229 Marlborough St.	Boston	
	Robert B. Toomey	32 Canterbury Ln.	Needham	
	Kevin M. Kiley	71 Woodcrest Rd.	Boxford	
	Barbara J. DeLucca	14 Duston Dr.	Methuen	
	Richard Engler	2 Nottingham Dr.	Raynham	
	Kenneth R. Rezendes	3 Sammy's Ln.	Freetown	
	Roger J. Macdonald	139 Orchard St.	Raynham	
	John M. Pourbaix, Jr.	51 Gintley Rd.	Walpole	
	William P. Ryan	59 Warran Ave.	Quincy	
	Kathleen M. Riley	9 Shawkemo Path	Franklin	

*Michael J. Conolly*

SECRETARY OF STATE  
COMMONWEALTH OF MASSACHUSETTS

SIGNER  
INFORMATION

## INSTRUCTIONS TO SIGNERS

For your signature to be valid, you must be a registered voter in the city or town named below and your signature should be written substantially as registered. Do NOT sign the same petition more than once.

If you are prevented by physical disability from writing, you may authorize some person to write your name and residence in your presence.

CITY OR TOWN \_\_\_\_\_

CHECK	I SIGNATURE to be made in person with name substantially as registered (except in case of physical disability as stated above)	II NOW LIVING AT (street, number and apartment number, if any) (city or town will be the same as stated above)	WARD	PREC.
1				
2				
3				
4				
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6				
7				
8				
9				
10				
11				

004032

L



ATTENTION VOTERS: Before signing, read signer information on other side. CITY OR TOWN \_\_\_\_\_

CHECK	I SIGNATURE to be made in person with name substantially as registered (except in case of physical disability as stated above)	II NOW LIVING AT (street, number and apartment number, if any) (city or town will be the same as stated above)	WARD	PREC.
12				
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**Warning—criminal penalty for unlawfully signing, altering, defacing, mutilating, destroying, or suppressing this petition: fine of up to \$1,000 or imprisonment for up to one year.**

REGISTRAR  
INFORMATION

#### INSTRUCTIONS TO REGISTRARS

You must time-stamp or write in date and time these papers are received.

Check this ✓ against the name of each qualified voter to be certified. For names not certified, use the code at the right. Draw a line through any blank spaces not containing signatures.

Each sheet and name must be certified by at least three registrars. A facsimile stamp is acceptable. You must complete certification by November 29, 1993.

N — no such registered voter at that address  
S — unable to identify signature or address as that of voter because of form of signature or address, or illegible  
W — wrong community  
T — signed too many times for this question

#### CERTIFICATION OF SIGNATURES

city or town, \_\_\_\_\_ month and day \_\_\_\_\_

We certify that \_\_\_\_\_  
(number of names certified—use numbers and words)

the above signatures checked thus ✓ are names of qualified voters from this town or city.

Registrars of Voters or Election Commissioners of

city or town \_\_\_\_\_ county \_\_\_\_\_

L

# **Guide for Improving Highway Department Operations**

**A Workbook for Municipal Managers**

Prepared by:  
Talisman/Factor Management  
and the Town of Sunderland  
June 1993

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**This project was funded by a Municipal Incentive Grant awarded by the Massachusetts Executive Office of Communities and Development.**



This workbook is the result of a project sponsored by the Town of Sunderland, and funded by a grant from the Massachusetts Executive Office of Communities and Development. Thanks to those who contributed to this project:

William Allen  
County Engineer  
Franklin County

Board of Selectmen  
Town of Sunderland

Cass Conrad  
Talisman/Factor Management

Alan Factor  
Talisman/Factor Management

Wendy Foxmyn  
Administrative Assistant  
Town of Sunderland

Chip Thomas  
Highway Superintendent  
Town of Sunderland

Mary Waldron  
Executive Office of Communities and Development

## Introduction

In this workbook, we have outlined our methods with the needs of small towns (population under 10,000) in mind. The goal of this workbook is to outline the method we have used to improve the operations of municipal departments throughout the Commonwealth, and to provide a set of examples that will show how managers of small communities can apply this framework to their own organizations.

In order to determine the best way to perform any municipal function, we first need to answer following four questions.

- *Is the function necessary?*
- *If necessary, what are the criteria that contribute to the efficiency of a task or department?*
- *What organization is best suited to perform the function--within a community, in cooperation with other communities, or outside of government altogether?*
- *What is the best way to structure and manage the organization to perform the function?*

This workbook will examine each of these four questions with examples from our clients. It will also offer suggestions for collecting information that will allow managers to make more informed decisions. While the examples in this booklet will focus on highway-related functions, the *methods* described here also apply to other municipal functions. Our goal is to give you, the municipal manager, the tools necessary to make difficult decisions about staffing, purchasing, contracting and other issues that affect your day-to-day operations.

We have found that if managers carefully examine each specific task performed by a department, they are able to make informed decisions that result in improved operations. While it is important to remember the "big picture" when managing a diverse municipal organization, the best way to improve any department is to determine the best way that each individual task should be performed. The guidelines outlined in this workbook will help municipal managers make the difficult decisions necessary to do just that.

Finally, we should stress that we are describing an *approach* that municipal managers can use to improve their own organizations. This booklet does not supply all the "right answers" for specific departments because the right answer is not always the same from one town to the next. Many factors including total area, population density, tax base, business development, and charter structure can all affect how these ideas are put to work. By following the approach described here, municipal managers will be able to understand how each of these issues help determine the best means of providing services to their particular communities.

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## The Analytical Method

When evaluating any municipal department, a manager must begin by examining the *reasons* for performing a given task and the *means* by which it is performed. In many towns, some functions have never been questioned and are performed "the way they have always been done." While this is not necessarily a problem, municipal managers should carefully consider each of the following four questions in order to determine the best way accomplish any given task.

- *Is this function necessary?*

While the answer to this question may seem apparent, many municipalities have not considered *why* they are providing various services. Occasionally, duplicate or overlapping services are provided by another agency--such as the county or a neighboring town, thus, it may be unnecessary for a given community to perform the function. Another possibility is that the benefit of the service to the community is not worth the cost of the service. Therefore, the service should either be eliminated or provided in a more cost effective manner.

Some functions that made sense at one time are no longer necessary because of changes in technology or regulations. For example, until recently, one community maintained a twenty-four hour staffed guard station for the city's equipment yard and fuel tanks--an operation which cost nearly \$80,000 annually. Although the city believed the security was



necessary, the cost of full-time staff far outweighed the benefit. The community found a much less expensive alternative to this particular function--computerized fuel security and accounting--which allowed them to continue providing the service while eliminating the unnecessary positions.

- *What contributes to the efficiency of a task or department?*

While managers have a good sense of what contributes to the overall cost of an operation (labor, supplies, equipment), they are usually less certain of the factors that contribute to the *efficiency* of the operation. These factors range from the type of equipment used, to the number of people assigned, to the frequency with which the operation is performed.

For some functions, such as line painting, the *scale* of the operation is an important determinant of efficiency. The greater the number of miles of lines painted by a single service provider, the lower the cost for each mile. For other functions, such as roadside mowing, flexibility in staffing and motivation of the workforce contributes to the overall efficiency of the project. Because mowing is an activity with heavy peaks in demand, service providers who can hire temporary and part-time employees are often more cost effective than those that rely on full-time employees.

- *What organization is best suited to perform the function?*

By identifying the individual factors that are needed for an *efficient* operation, a manager can determine what *type* of organization is best suited to perform the service. In some cases, the organization that is currently performing the function may be the one that is best suited for it. For other functions, it may make sense to privatize the function, and for others it may be more effective for other municipal departments to take responsibility.

Street sweeping is a prime example of this idea; private contractors are more effective than municipal employees in some instances and not in others. Owning and operating a street sweeper is expensive because the equipment requires frequent extensive maintenance. For towns that have a relatively small amount of sweeping, owning their own sweepers will not be cost effective. Contractors are able to spread maintenance costs over a larger amount of sweeping, thus the costs per mile are lower than they would



be for small communities. But, because contract prices are relatively high, towns that require larger amounts of sweeping should consider owning their own sweeper.

- *What is the best way to structure and manage the organization to perform the function?*

Once a municipal manager has decided *who* should perform a function, he or she must then decide *how* the function should be managed. This includes issues ranging from how contracts for services should be structured, to the amount of cross-training between department employees, to priorities placed on different activities.

Take the example of one community's traffic signal maintenance contract. The town had determined that contracting traffic signal maintenance was more cost effective than hiring a skilled electrician to perform the function. Although this decision was appropriate, the maintenance contract was poorly structured. Rather than requiring the contractor to submit bills based on the number of hours of work, the town paid a monthly maintenance fee (no matter how much work was performed). By changing the structure of the contract to reflect the actual amount of work, the town was able to save approximately 50% of the original contract expense.

By using each of the four questions described here to analyze municipal services, managers can identify ways to improve their organizations. These are the same four questions that we, at Talisman/Factor Management, have used to save our clients millions of dollars. The changes we have recommended have improved the quality of municipal services and reduced the total cost of operations. Municipal managers should be able to perform the same type of analysis with the same type of results.

## Highway Department Responsibilities

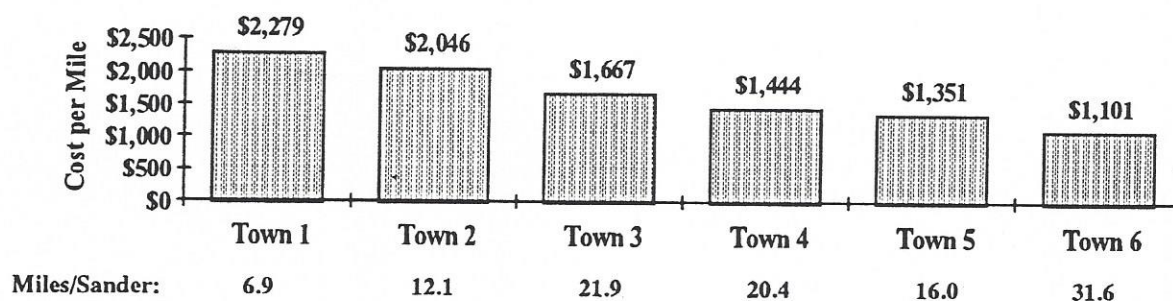
This section presents several examples for small towns that demonstrate the type of analysis described in the earlier sections. It also provides worksheets that demonstrate how municipal managers can perform similar evaluations.

### Snow and Ice Removal

The first decision a town should make is the amount of time they want to take to clear all town roads once. For most small towns a response time of four to six hours is a reasonable goal. The number of pieces of equipment needed for both sanding and plowing operations is determined according to this response goal. A reasonable sanding route for a four hour operation should cover fifteen to twenty miles, given that a sander can proceed at a rate of approximately ten miles per hour, although it will vary according to the number of hills, width of roads, and frequency of intersections on the route.

One of the biggest drivers of cost for municipal sanding operations is the number of pieces of equipment used. When a community makes the decision to increase the number of sanders (because of a desire for improved response time), it must be willing to commit more money to ice and snow operations. By decreasing the number of miles each sander must cover, the cost per mile of road increases dramatically. This cost will be compounded with each sanding event that occurs throughout the winter. The chart below demonstrates the cost differences between a variety of communities:

**Snow and Ice Removal Cost Comparison (FY92)**



With the exception of Town 5, there is a very strong relationship between the size of the sanding/plow route and the cost per mile. In communities where a large number of vehicles are sent out (thus making the route size very small), the cost of snow and ice removal operations are very

high. In communities where the routes are larger (indicating a slower response time), the costs of snow and ice removal operations are lower.

### Worksheet

---

The following chart can help you determine the response time and costs associated with plowing your community:

1. Desired response time: \_\_\_\_\_
  2. Total miles of roads: \_\_\_\_\_
  3. Total lane miles of roads: \_\_\_\_\_  
(Total miles multiplied by the number of lanes--for each road.)
  4. Total man-hours to cover town: \_\_\_\_\_  
(Assuming 15 miles per hour. Divide number of lane miles by fifteen.)
  5. Number of pieces of equipment needed: \_\_\_\_\_  
(Total man hours divided by desired response time.)
- 

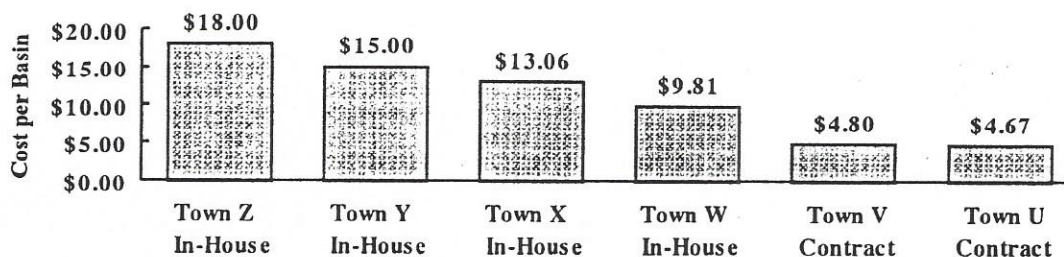
### Catch Basin Cleaning

Municipalities have several options available for cleaning catch basins. The task can be performed by municipal employees alone, or private contractors alone, or in combination with one another. A variety of different technologies--ranging from hand shovels to vacuum trucks--can also be used to perform the function. Of course, the number of basins cleaned is a factor that should also be considered. The chart on the following page demonstrates that the costs for basin cleaning varies dramatically based upon who provides the service and how it is provided.

The comparison below is based on full costs per *basin*. This method of comparison is more effective than costs per *hour* because cost per hour does not capture the differences in machine efficiencies. In order to make this type of cost comparison, the manager must understand the number of man-hours spent cleaning basins each year; the price, life expectancy, and maintenance costs of the cleaning



### Catch Basin Cleaning Cost Comparison FY 92)



equipment; and the number of basins cleaned each year. An example of this calculation is performed below:

#### Worksheet

	<u>Town A</u>	<u>Contractor</u>	<u>Your Town</u>
Man-Hours	290	--	
Hourly Rate	\$10.00	--	
Hourly Wages (Rate x Hours)	\$2,900	--	
Benefits (%)	28%	--	
<b>Total Labor</b> (Wages + Benefits)	\$3,712	--	
Equipment Purchase Price	\$37,000	--	
Life Expectancy	12 yr.	--	
<b>Annual Depreciation</b> (Price ÷ Life)	\$3,083	--	
<b>Maintenance Costs</b>	\$400	--	
<b>Supplies/Disposal</b> (Same for each)	---	--	
<b>Total Cost</b> (Labor + Depreciation + Maintenance + Supplies)	\$7,195	--	
Basins Cleaned	500	500	
<b>Cost Per Basin</b> (Total ÷ Basins)	\$14.39	\$6-\$10	

For Town A, using a contractor would probably be less expensive than using Town employees to clean basins. The reason the cost of catch basin cleaning is higher for most communities than for private contractors is the high cost of owning and operating the equipment. Contractors are able to spread this fixed cost over a large number of basins. In the example above, the annual depreciation



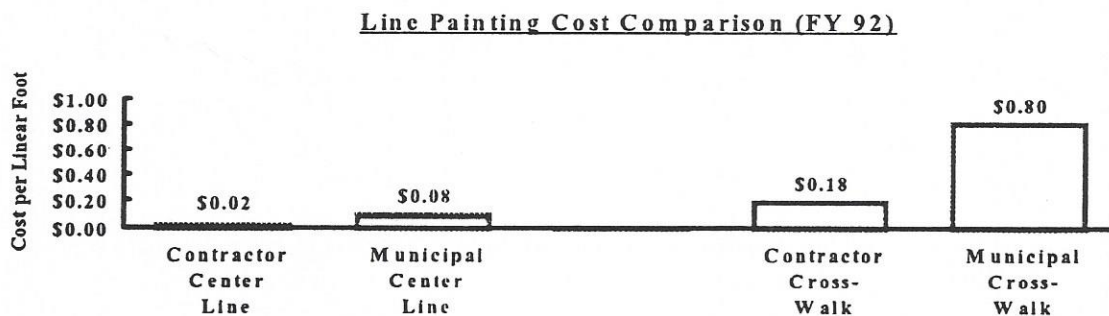
(\$3,083) is spread over only 500 basins, but a contractor might be able to spread the same cost over 5,000 basins annually.

For some communities, however, the number of catch basins cleaned annually is so small (usually less than 50), that equipment issues are not applicable. Many of these communities require employees to clean catch basins by hand. Although this method requires more man-hours than the mechanical method, the cost structure is lower because they have no equipment-related expenses. The same type of cost comparison should be performed to determine whether private contractors are more cost effective. It is, however, unlikely that the same type of opportunities will exist in these small communities.

A town will only realize operating savings from moving to contract operations if it can reduce the number of full-time employees in the department. In the example above, Town A should reduce its staff by 290 man-hours, and use those savings to offset the cost of the contractor. This is difficult because 290 hours is only a small portion of one full-time employee. If no other opportunities for privatization exist, the community should consider whether it makes sense to hire contractors and reallocate the man-hours to other projects in the community or whether to continue cleaning catch basins with municipal employees.

### Line Painting

As with catch basin cleaning, towns may choose between contracting for this service or using town employees. The graph below compares the costs of contractors with those of municipal employees.



As discussed earlier, contractors that paint a large number of communities center lines and cross walks are often more cost effective than municipal employees. This is true because contractors can purchase paint at lower costs and because they are able to spread the cost of equipment over a large

number of communities. Since contractors focus on only one function, they are also able to invest in equipment that significantly increases the efficiency of the project.

The following table can be used to determine the cost of painting per mile in your community

#### Worksheet

---

	Your Town's Costs
Man-Hours	
Hourly Rate	
Hourly Wages (Rate x Hours)	
Benefits (%)	
Total Labor	
Equipment Expense	
Paint	
Total Costs	
Miles Painted	
Cost per Mile	

---

#### Street Sweeping

The first decision a town must make regarding street sweeping is the amount of sweeping it requires. Some towns sweep all roads once in the spring, others sweep the entire town again in the fall, and still others use sweepers at regular intervals throughout the summer. As discussed in earlier examples, the amount of sweeping required by a town helps determine whether a town should own its own sweeper.

The chart on the next page can be used to determine the cost of providing this service.

## Worksheet

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	Town Z	Your Town
Man-Hours	200	
Hourly Rate	\$12.00	
Hourly Wages (Rate x Hours)	\$2,400	
Benefits (%)	28%	
Total Labor	\$3,072	
Equipment Purchase Price	\$85,000	
Life Expectancy	12 yrs	
Annual Depreciation (Price ÷ Life)	\$7,083	
Maintenance Costs	\$5,000	
Supplies/Disposal	\$500	
Total Cost (Labor + Depreciation + Maintenance + Supplies)	\$15,655	
Hours of Sweeping	200	
Cost Per Hour (Total ÷ Hours)	\$78.28	

---

Since many contractors are available at approximately \$65 per hour, Town Z should hire a contractor to perform its sweeping. However, if Town Z were to increase its sweeping needs to 300 hours per year, the cost per hour for its own employees would drop to \$57. Thus, the decision for street sweeping is truly driven by the amount of sweeping required by a town.

### Revenue Collection

Communities that bill homeowners for water and sewer services must determine which agency is best suited to perform this function. In many communities, clerks in the Public Works department maintain water and sewer records and generate bills on a regular basis. Other communities have chosen to centralize water and sewer bills with their other collection services. Still others maintain



separate Water Districts and all billing and collection is performed by these agencies. A final alternative is to hire a private agency to perform this service.

In order to determine which option is appropriate for a particular town, a municipal manager should determine the current cost of water and sewer (and any other utility) billing. This calculation should include the cost of all labor and supplies (paper, envelopes, and postage) required for billing. This total cost should be compared to the cost of other options. The chart below is a template for comparing the costs for the different options for providing this service.

### Worksheet

	Public Works	Treasurer/Collector	Private Agency
Man-Hours			
Hourly Rate			
Hourly Wages (Rate x Hours)			
Benefits (%)			
Total Labor			
Supplies			
Postage			
Bills Mailed			
Cost per Bill			

For many communities, combining all billing and collection services in the Treasurer/Collector's office is effective because it allows them to reduce the total cost of the function. There are several benefits of moving water and sewer billing to the municipal financial office. First, the community increases its control over financial information because all tax and rate payer records are maintained in one department. Second, it reduces the duplication between two separate billing agencies, which often reduces total personnel as well as the number of municipal bills sent to a single resident. Because the Treasurer or Collector has greater expertise in data management and financial accounting, the number of employees needed to perform this function can often be reduced. Finally, this organizational change may increase the rate of collection for water and sewer bills because a single agency is monitoring receipts from all taxpayers.



### Vehicle Ownership

The same type of analysis used to evaluate municipal *activities* can also be applied to major *purchases* -- like vehicles. In this decision process, the manager should always question whether the purchase is necessary. "Necessary vehicles" should be limited to those items that the town's use will justify both the purchase price and continuing maintenance costs. Managers should compare the cost of owning and operating equipment to the cost of leasing the equipment for specific needs. If the expected usage of the equipment, when compared to rental rates, does not account for the full cost of upkeep plus realistic depreciation, the equipment should not be purchased.

Forestry equipment, such as sky workers and chippers are good examples of equipment that is difficult to justify based upon a single town's usage. A new sky worker costs approximately \$85,000. The chart below will help identify the annual usage required to justify its purchase.

### Worksheet

---

	Sky Worker	Other New Equipment
Purchase Price:	\$85,000	
Expected Life:	12 years	
Annual Depreciated Cost:	\$7,083	
Maintenance Costs:	\$200	
Total Annual Cost	\$7,283	

---

Once the annual cost of ownership has been calculated, the manager must estimate the total annual usage of the piece of equipment. In the case above, the town might use the sky worker 50 full days each year. In that case, the cost of the sky worker would be \$145 per day. This cost per day can then be compared to the cost of renting the equipment. Since average rental costs are approximately \$100 per day, purchasing the sky worker would not be cost effective.

Many towns have realized that it is difficult to justify the purchase of some types of equipment. One alternative that some municipalities are considering is *sharing* specialized equipment. In the example above, if three communities were to share the sky worker, its utilization might increase to 115 full

days, which reduce the cost per day to \$63. This arrangement would save each of the participating towns nearly 40% of the cost of renting the sky worker.

### Capital Planning

While individual purchase decision should be made in the manner described above, replacement purchases should be *anticipated* based on the usage of current vehicles. When replacement purchases are *planned*, a manager has the ability to analyze all available options for that piece of equipment. Without effective plans, municipal managers may be forced to act quickly when equipment fails, and thus may make less effective decisions.

Capital plans for vehicle replacement do not need to be complicated. The following chart is a simplified example of one town's vehicle inventory. By adding estimated cost of repairs and replacement prices, this chart could be used very effectively as a capital plan for vehicle replacement.

### Example

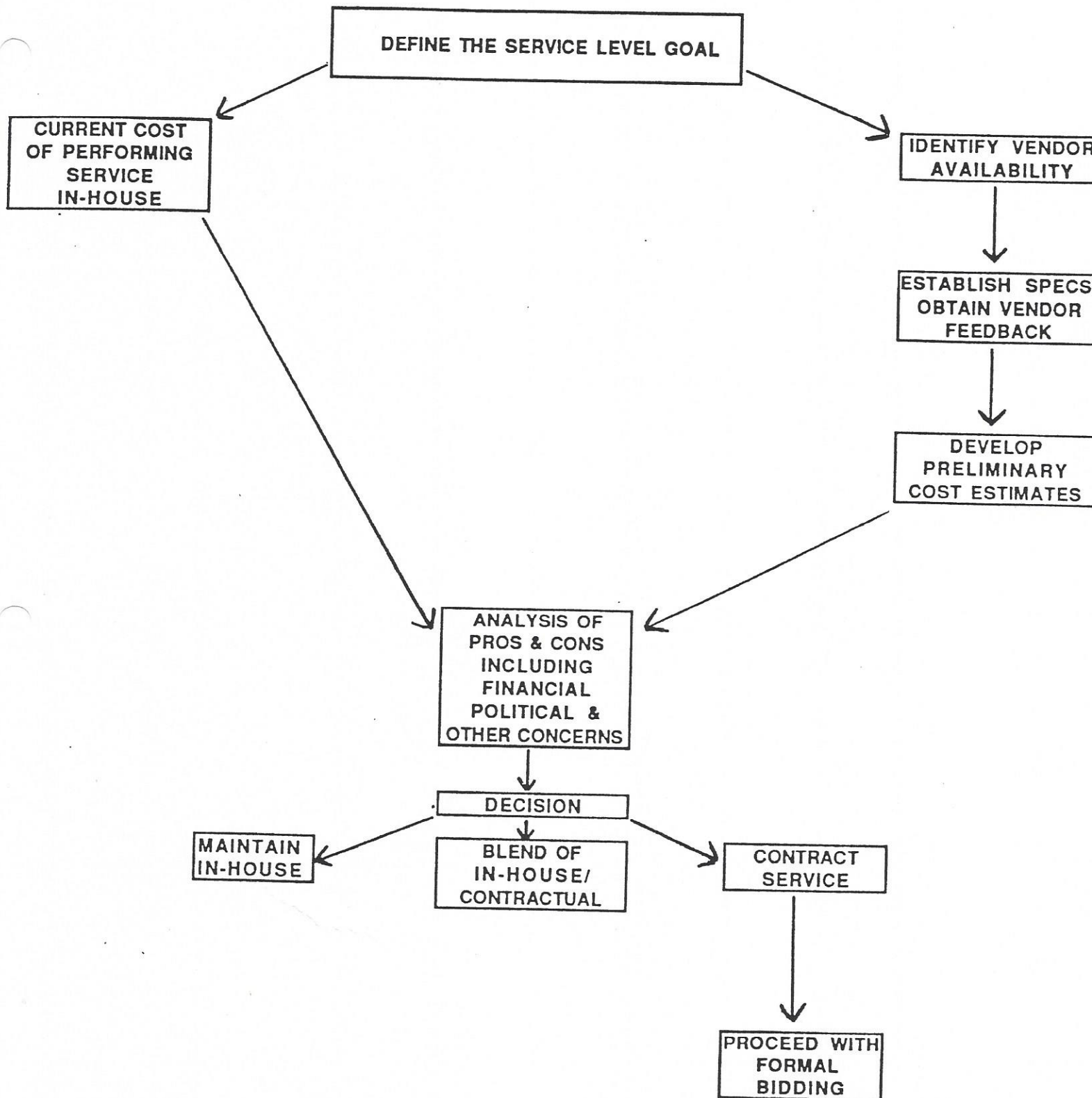
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Year	Type	Condition	Years Remaining
1989	Pick-Up	Good/Fair	3+
1987	Dump Truck	Good	3+
1980	Dump Truck	Fair	1
1978	Dump Truck	Poor	0
1988	Tractor	Good	3+
1970	Tractor	Poor	0
1980	Bucket Loader	Fair/Good	2

---

As each replacement date approaches, the municipal manager should examine the need for each piece of equipment. Equipment needs can change over time due to changes in technology, the size of the community, or the scope of the department's responsibilities. The manager should also look for opportunities to share equipment with other towns or to rent equipment rather than purchase it.

CONTRACTING: A DECISION MAKING MODEL



# COSTING OUT IN-HOUSE SERVICES COSTS TO CONSIDER

LABOR: DIRECT

EQUIPMENT: ACQUISITION

LABOR: OVERTIME

EQUIPMENT: MAINTENANCE  
AND  
OPERATION

LABOR: INDIRECT

EQUIPMENT: INSURANCE

LABOR: REPLACEMENT

EQUIPMENT: REPLACEMENT

EQUIPMENT: RENTAL

SUB TOTAL LABOR: \$ \_\_\_\_\_

SUB TOTAL EQUIP: \$ \_\_\_\_\_

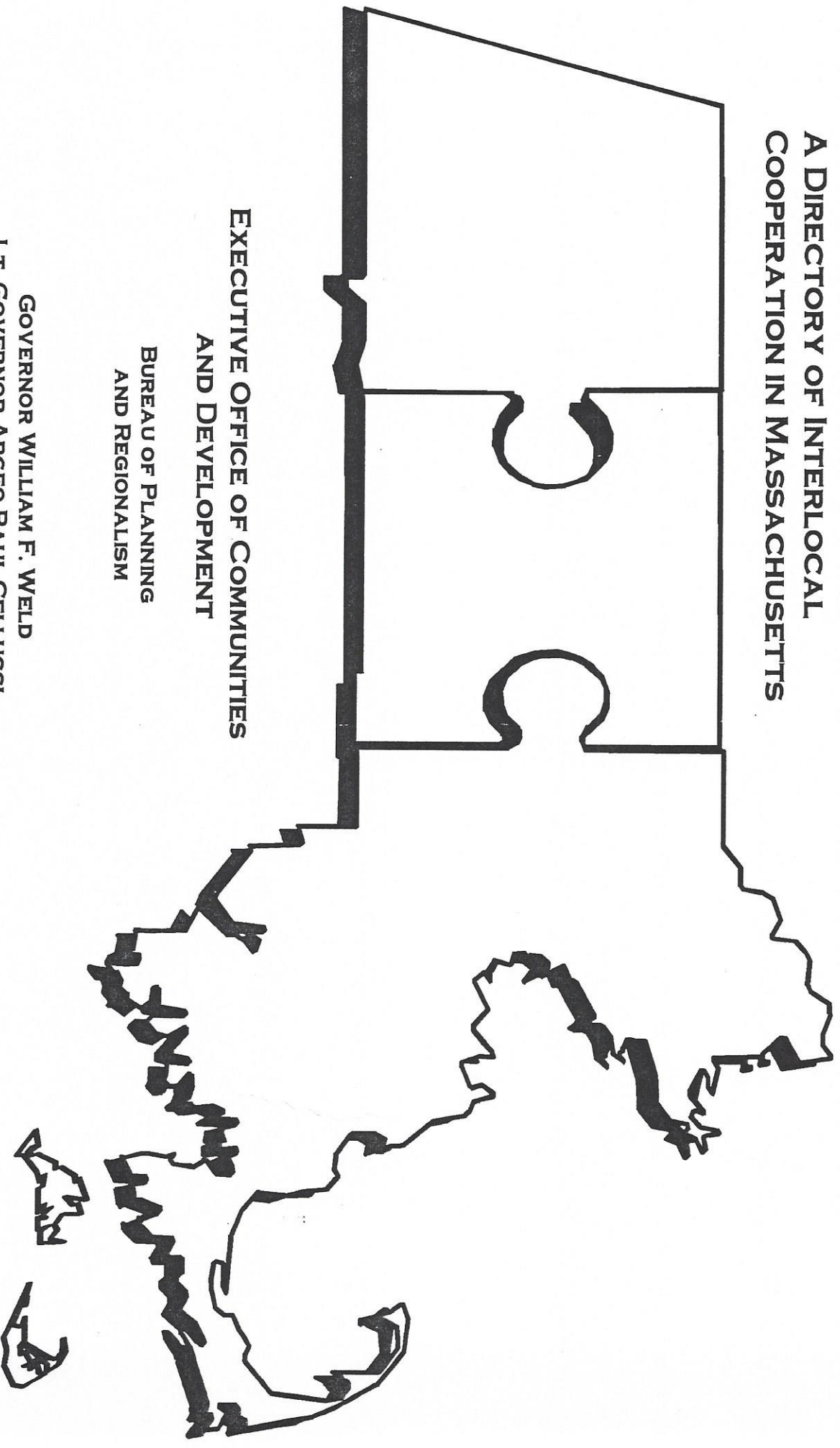
TOTAL: \$ \_\_\_\_\_

MMA Consulting Group, Inc.



# **MASSACHUSETTS REGIONALISM RESOURCES GUIDE**

**A DIRECTORY OF INTERLOCAL  
COOPERATION IN MASSACHUSETTS**

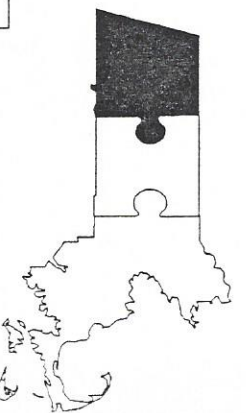


**EXECUTIVE OFFICE OF COMMUNITIES  
AND DEVELOPMENT**

**BUREAU OF PLANNING  
AND REGIONALISM**

**GOVERNOR WILLIAM F. WELD  
LT. GOVERNOR ARGO PAUL CELLUCCI  
SECRETARY MARY L. PADULA**

# A DIRECTORY OF INTERLOCAL COOPERATION IN MASSACHUSETTS

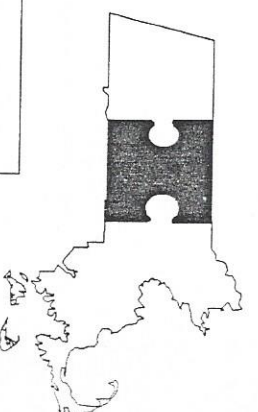


- o SERVICE DELIVERY
- o PLANNING
- o REGULATION

## REGIONALISM RESOURCE CENTER

- o Statewide collection of interlocal agreements and service contracts
- o Listing of shared arrangements for Municipal Services, Public Education and other local services authorized by Massachusetts statute
- o Massachusetts Regional Planning Reports Library
- o Referrals
- o Technical Assistance for communities interested in regional projects
- o Statewide Director of interlocal activities
- o How-to handbooks for interlocal cooperation from around the U.S.
- o Profiles of Massachusetts counties and regional planning agencies

# THE REGIONALISM RESOURCE CENTER DATABASE



The core of the Center is the database of Massachusetts regional agreements and service contracts, as well as regionalism data, organized, sorted and maintained by the Executive Office of Communities and Development.

## WHAT THE DATABASE CONTAINS

- o Interlocal Activities Involving 280 out of 351 Massachusetts Communities
- o Dozens of Massachusetts Models of Regional Cooperation
- o Regional Project Reports from Massachusetts' Regional Planning Agencies and Counties

## HOW THE INFORMATION IS SORTED

- o Community and Project Title
- o Project Type, Title, and Community
- o Project by Category, Type and Title

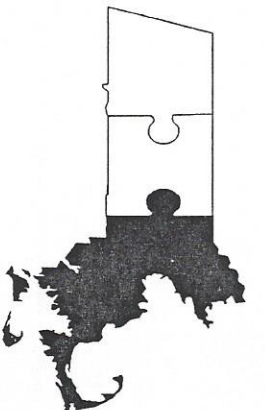
### REGIONAL PROJECT CATEGORIES

- o Public Works
- o Personnel
- o Planning
- o Schools
- o Service Delivery
- o Training

### TYPES OF REGIONAL AGREEMENTS

- o Memoranda of Understanding
- o Memoranda of Agreement
- o Contracts
- o Legislation
- o By-Laws





## REGIONAL PROJECT TYPES INCLUDE

Animal Control  
Code Enforcement  
Coordination of master Planning  
Develop/Implement Regional Policy/Impact  
Dispatching  
EMS (Emergency Medical Service)  
Economic Development  
Education  
Employment  
Equipment  
Financial Administration  
Fire Fighting  
Goods Movement and Freight  
GIS (Geographic Information Systems)  
Permitting  
Health Care  
Housing  
Information Services  
Infrastructure Repair

Inspection Services  
Library  
Licensing  
MEPA Review  
Management  
Natural Resource  
Protection

Police  
Public Facility Siting  
Public Safety  
Purchasing  
Recreation  
Registry of Deeds  
Solid Waste Disposal  
Sewage/Septage  
Training  
Transportation  
Vocational Education  
Water Resources  
Zoning

## REQUESTS FOR INFORMATION

Anyone may request information  
from the Resource Center's database

- o Legislators
- o Private Citizens
- o Planners
- o Town/City Managers
- o Municipal/State Employees
- o Non-Profits & Quasi-Public Agencies

## TO LEARN MORE CONTACT:

Executive Office of Communities & Development  
Bureau of Planning & Regionalism  
100 Cambridge Street, Room 1803  
Boston, MA 02202  
(617) 727-7001 X411



## Regional Activities

Best in category:

<input type="radio"/>	yes
<input type="radio"/>	no

Date Record Created: 07/09/93

Project Date: 11/04/91

Included in CAS

Contact Person: Timothy Brennan

Executive Director

Contact Phone: 413-781-6045

Contact Address: Pioneer Valley Planning Commission  
26 Central Street  
West Springfield MA 01089

Categories:

- |                                     |                  |
|-------------------------------------|------------------|
| <input type="checkbox"/>            | Other            |
| <input type="checkbox"/>            | Personnel        |
| <input checked="" type="checkbox"/> | Planning         |
| <input type="checkbox"/>            | Public Works     |
| <input type="checkbox"/>            | Regulation       |
| <input type="checkbox"/>            | School           |
| <input type="checkbox"/>            | Service Delivery |
| <input type="checkbox"/>            | Training         |

**Project Types:** Development of Regional Impacts, Development of Regional Policy Planning, Implementation of Regional Policy Plan, Natural Resource Protection, Water Resources

**Project Title:** Memorandum of Agreement for the Eastern Valley Water Protection Committee

**Project Summary:** Legal document outlining the agreement to ensure the continued quality and availability of water from Lawrence Swamp, Jabish Brook and Palmer Aquifers, and from the Hills and Hawley, Graves Brook, Springfield and Quabbin Reservoirs, and private wells in the Town of Pelham..

**Problem Being Addressed:** Increasingly threatened water supplies from the impacts of growth and development, including the resultant increases in water consumption and production of solid waste, wastewater, and other substances potentially detrimental groundwater quality.

**Community(ies):** Amherst, Belchertown, Palmer, Pelham, Pioneer Valley Planning Commission

**Method of adoption:** MOA between the entities above establishing the Eastern Valley Water Protection Committee

# REGIONALISM RESOURCE CENTER

Type of agreement:

<input checked="" type="checkbox"/>	Agreement
<input type="checkbox"/>	By-law(s)
<input type="checkbox"/>	Contract
<input type="checkbox"/>	Legislation
<input type="checkbox"/>	MOU

Agreement Form:

# REGIONALISM RESOURCE CENTER

## Regional Activities

Best in category:

<input type="radio"/>	yes
<input type="radio"/>	no

Date Record Created: 04/15/93

Project Date: 10/26/88

Included in CAS

Contact Person: Mark Skinder

County Resource Planner

Contact Phone: 413-584-7904

Contact Address: Hampshire County Courthouse  
99 Main Street  
Northampton MA 01060

Categories:

- |                                     |                  |
|-------------------------------------|------------------|
| <input type="checkbox"/>            | Other            |
| <input checked="" type="checkbox"/> | Personnel        |
| <input type="checkbox"/>            | Planning         |
| <input type="checkbox"/>            | Public Works     |
| <input type="checkbox"/>            | Regulation       |
| <input type="checkbox"/>            | School           |
| <input type="checkbox"/>            | Service Delivery |
| <input type="checkbox"/>            | Training         |

Project Types: Assessment, Appraisal

Project Title: "Shared Deputy Assessor"/Chester/M-01-9A

Project Summary: Sharing the cost of employing an assessor

Problem Being Addressed: Three towns have part-time municipal assessment needs.

Community(ies): Chester, Pelham, Worthington

Method of adoption: MOU between the three towns outlining the position of shared deputy assessor.

Type of agreement:

- |                                     |             |
|-------------------------------------|-------------|
| <input type="checkbox"/>            | Agreement   |
| <input type="checkbox"/>            | By-law(s)   |
| <input type="checkbox"/>            | Contract    |
| <input type="checkbox"/>            | Legislation |
| <input checked="" type="checkbox"/> | MOU         |

Agreement Form: